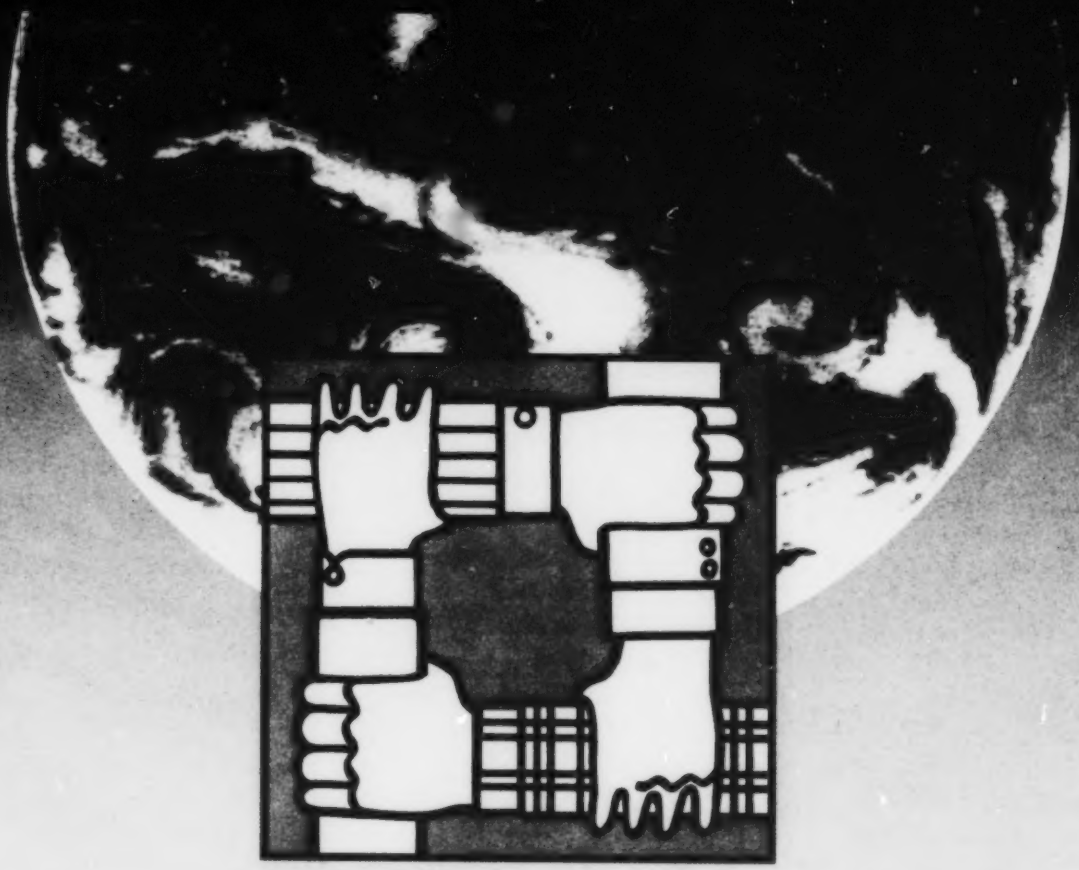
SUSTAINABLE DEVELOPMENT



# Towards Institutional Change in the Manitoba Public Sector

*DEVELOPMENT IN HARMONY WITH OUR ENVIRONMENT*

Manitoba Round Table
on Environment & Economy

# SUSTAINABLE DEVELOPMENT

# TOWARDS INSTITUTIONAL CHANGE

# IN THE

# MANITOBA PUBLIC SECTOR

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# TOWARDS INSTITUTIONAL CHANGE IN THE MANITOBA PUBLIC SECTOR

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## PREFACE

The Manitoba Round Table on Environment and Economy has as one of its seven objectives:

> ***"To review and advise upon implementation of sustainable development within the public sector."***

This report is the Manitoba Round Table's advice to Manitobans on sustainable development in the public sector.

Our advice should be considered a guidebook. It provides the necessary details and checklists to guide the necessary change. Given that the transition to sustainable development will be a lengthy one, we have tried to be clear in our intentions but flexible enough to allow the public sector to experiment, evaluate and change as circumstances warrant.

While the Manitoba Round Table has worked in cooperation with the Province of Manitoba in the development and preparation of this report; the recommendations contained herein are those of the Manitoba Round Table on Environment and Economy.

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# TOWARDS INSTITUTIONAL CHANGE IN THE MANITOBA PUBLIC SECTOR

## EXECUTIVE SUMMARY

***"The next few decades are crucial for the future of humanity. Pressures on the planet are now unprecedented and are accelerating at rates and scales new to human experience...."*** [1]

### BACKGROUND

The Manitoba Round Table on Environment and Economy and the Province of Manitoba jointly agreed in 1989 that the public sector needed fundamental change if sustainable development is to become a reality.

A framework for implementing change was developed and approved by the Provincial Cabinet on November 22, 1989. The framework includes three phases: advice from the Manitoba Round Table, approval of a Provincial Action Plan and an internal Provincial Implementation Plan.

The Manitoba Round Table's advice identifies the most relevant issues and concerns to ensure a successful transition to sustainable development, and specifies appropriate actions for implementation.

This advice is directed to the legislature, courts, government departments, Crown corporations, boards, agencies, commissions, municipal governments, hospitals, universities, and school boards, including elected officials, employees, volunteers, and appointees.

### SUSTAINABLE DEVELOPMENT

Sustainable development is the responsibility of every public sector employee and organization. It is not an add-on to job responsibilities as time and activities permit.

Employees and organizations at all levels must identify what they do that has an impact on the environment and economy and they must isolate and correct the causes of and activities which are unsustainable.

Sustainable development is a global philosophy which anchors principles, policies and practices to guide our personal and collective behaviour in respect of the environment (the life sustaining processes of the earth and its natural resources) and the economy (the provision of jobs, incomes and wealth resulting from economic activity).

Manitobans want to secure their essential needs now and for future generations within a finite environment. Sustainable development provides the means and opportunities to meet the challenge.

Sustainable development means environmentally sound and sustainable economic development and is described by a vision for Manitoba, certain beliefs, principles and guidelines.

Our vision, beliefs, principles and guidelines must be applied comprehensively to everything we do - at work, at home and at play. Government and our public institutions have a major influence on our society, environment and economy, but they are not rooted in principles that recognize the necessary universal attachment to sustainable development. Public sector organizations and their employees must take the steps to integrate the economy and the environment into advice and decision making at every level of their operations.

Laws, development policies, administrative procedures, organizational structures, work practices, management systems, monitoring and enforcement processes of the public sector must be consistent with the beliefs, vision, principles and guidelines of sustainable development.

Effective training, education and research must be provided as they are the foundations for understanding and appreciation of the complex relationships that exist between society, the environment and economy.

## CHOICES

All significant factors which guide decision making in the public sector must ensure the choices made are consistent with sustainable development.

We have identified objectives and developed recommendations to:

1. embody sustainable development in the management systems, structures and operations of the public sector;

2. promote and support its implementation in municipal and city governments;

3. ensure cooperation among the governments in Canada;

4. pursue agreements on environmental protection and environmentally sustainable economic development between the Province and State Governments of the United States of America; and

5. ensure cooperation between government business and non-government organizations.

Our advice is based on the United Nations Commission report Our Common Future; the recommendations of National Task Force on Environment and Economy and our vision, beliefs, principles and guidelines of sustainable development.

The advice is both comprehensive and complex and is presented as a guidebook. It provides the necessary details and checklists to guide the changes needed in the transition to sustainable development.

## PRIORITIES

Priority should be given to recommendations which improve the decision making process, reduce operating costs and lead to the integration of the environment and economy into policies and practises in the shortest time-frame possible. Actions should be opportunistic and not await completion of the Provincial action and implementation plans, if they are consistent with the principles and guidelines of sustainable development.

## HIGHLIGHTS

There are twelve major roles which have the greatest and most immediate impact on environment-economy decision making in the public sector. These roles are: as leader, as legislator, as organizer, as manager, as administrator, as promoter-developer, as enforcement agent, as consumer, as educator, as communicator, as partner, and as researcher.

Our advice takes the form of 5 goals, 40 objectives and 71 detailed recommendations to address these fundamental roles of the public sector. What follows is only a synopsis.

## AS LEADER

Fundamental change in the way society and its institutions do business can only occur if that change is explained, articulated and championed by those who have the ability, authority, influence and responsibility for directing or ensuring that change occurs.

Leadership - that activity of influencing other people's behaviour individually, or collectively, towards the achievement of desired goals - is a fundamental role of elected public officials.

Provincial political leaders, reeves, mayors and school trustees must take an active leadership role in pursuing the needed changes to sustainable development not only in society but also in those public institutions for which they have ultimate responsibility.

Our leaders must set the example and create a climate that supports adoption and implementation of sustainable development. This will require that the following actions be undertaken.

* The Premier assume overall leadership by:

- implementing sustainable development in the public sector,

- having sustainable development as the basis of public policy, and

- having a provincial sustainable development strategy and code of ethics.

* Ministers ensure senior public sector managers support and implement sustainable development.

* Other public sector leaders, reeves, mayors, university presidents, school trustees, health leaders and chief executive officers of Crown corporations support and implement sustainable development.

## AS LEGISLATOR

The primary role of the legislative and executive branches of the public sector is to make and amend laws and regulations.

Many existing laws were formulated when we did not foresee or understand the interrelationship between the environment and economy. Most laws reflect a view that economic factors and ecological processes are separate considerations to be addressed or not in isolation and by different agencies.

If public institutions are to conduct their activities in a sustainable manner, then laws must be amended to incorporate sustainable development. Public institutions must be similarly mandated. This will require that the following actions be undertaken.

* The Premier enact an umbrella sustainable development act to anchor and provide the continuity required to enshrine sustainable development in laws, and ensure it is the foundation of mandates, goals and objectives, management and development approval systems of the public sector.

* The Premier and Ministers ensure existing and future laws promote, incorporate and make functional sustainable development.

* The Premier ensure all public institutions have mandates and responsibilities for sustainable development.

* Ministers harmonize provincial laws internally and with other jurisdictions based on the highest and most restrictive requirements.

* Ministers establish efficient and effective standards for the use and quality of natural and environmental resources, development, waste management and consumer products.

* The Premier enact new legislation to ensure integrated resource management, planning and conservation and integrated environmental, development and land use reviews.

* Ministers pursue new agreements and protocols consistent with sustainable development to address pressing environmental and economic issues.

## AS ORGANIZER

The Manitoba public sector is composed of a variety of distinct and generally independent agencies organized to perform a wide variety of public functions.

The Premier as the first Minister has the primary role of organizing and establishing the overall structure of the public sector.

The composition and the relationships among various public institutions, Cabinet and its committees, and the legislature can either support or hinder the integration of economic and environmental factors in decision making.

If sustainable development is to become an integral and ethical part of decision making, then the structure of the public sector must break down the barriers to achieving true integration of the environment and economy.

Manitoba must ensure the structure of the public sector supports sustainable development and ensure agencies have internal structures for implementing sustainable development. This will require that the following actions be undertaken.

* The Premier reorganize the public sector to:

- promote a sound environment and sustainable economic growth,
- institute the principles and guidelines of sustainable development,
- facilitate environmentally sound sustainable regional economic development,
- ensure integrated economic-environmental decision making and planning,
- ensure a corporate management philosophy, and
- reinforce responsibility and accountability for sustainable development.

* Local government, school boards, and health organizations evaluate their structures from a sustainable development perspective.

## AS MANAGER

The Manitoba public sector is run by managers. It is the role of the manager to plan, guide and make decisions which will lead to the achievement of the purpose and goals established for the institution.

In the public sector, there are two fundamentally different types of managers: those elected by the people to govern and those hired or appointed to perform assigned operational management functions.

The executive branch of government is responsible for establishing the philosophy and general management systems to be employed by the public sector. As manager, the executive branch establishes the overall goals to be achieved, defines

the legislated and program obligations, and allocates the fiscal and human resources available to each public institution.

It is the responsibility of the non-elected senior managers within each institution to carry out assigned programs and legislative obligations.

Legislation and management systems supported by the overall structure of the public sector provide the decision making framework in which choices are made in the public sector.

Managers must ensure that resources available are integrated, coordinated and operate within systems that require sustainable choices be made.

Manitoba must ensure public sector management and operations support sustainable development and require natural, fiscal and human resources be managed in a sustainable fashion. This will require that the following actions be undertaken.

* The Premier have management systems that incorporate the vision, beliefs and principles and guidelines of sustainable development.

* Executive Council ensure public sector institutions have sustainable development missions, roles, goals and objectives and management systems which are coordinated and integrated.

* Treasury Board support sustainable development in areas of budgetary planning, national accounting, accountability and reporting systems.

* Ministers and senior managers ensure compliance with sustainable development, in areas of decision making, planning, organization, and budgeting.

## AS ADMINISTRATOR

Administration is generally considered a management responsibility. However, the role of public sector administrators is much broader.

As administrators, the public sector is responsible for the day-to-day decision making functions concerning the operations of the organization, program delivery and service; as managers, they are accorded extensive responsibilities and discretionary decision making authority in the area of law.

Most decisions made in the public sector are administrative. They far outweigh the number of decisions made by the legislative and executive components of the public sector. While many administrative decisions may have only a minor impact on the environment or economy, the cumulative impact of thousands of individual decisions have significant and long-term impacts.

At this time, most of the procedures, policies, and criteria which govern administrative decisions are not founded on the interdependence of the environment and economy.

Manitoba must ensure public sector administrative policies comply with the principles and guidelines of sustainable development and that public sector administrative policies and procedures are minimized, integrated and effective in support of sustainable development. This will require that the following actions be undertaken.

* Ministers amend administrative procedures to comply with sustainable development principles and guidelines; identify opportunities for reform; ensure enforcement requirements are supported; ensure managers are responsible and accountable for their decisions; and ensure effective public participation in decisions.

* Ministers evaluate the Crown's liability and responsibilities for environmental - economic damage resulting from administrative decisions.

**AS PROMOTER-DEVELOPER**

The Manitoba public sector has a major role in promoting economic growth and in development of the natural resources of the Province.

Crown corporations have been established to provide certain goods and services to the public. Departments and different levels of government administer programs to assist in economic development and run complementary programs which support and attract development to the province.

These activities have a direct impact on our environment and economy. If the vision of environmentally sound and sustainable economic growth is to become the norm, then the public sector must promote appropriate development and conduct its own activities in a sustainable manner.

Manitoba must create a business climate which leads to environmentally sound sustainable economic growth and ensure public sector developments and incentives comply with sustainable development. This will require that the following actions be undertaken.

* Ministers support programs which promote development of new businesses compatible with sustainable development.

* Ministers coordinate purchasing policies to ensure environmentally sound business opportunities can be promoted.

* The Premier establish a "Greater Manitoba Development Policy" which:

- meets the need for balanced and mutually supportive environmentally sound and sustainable regional economic development,

- establishes an integrated approach to delivery of public services,

- encourages growth of secondary centres based on their natural economic and environmental advantages,

- strengthens the capacity of local government to stimulate environmentally sound and sustainable development opportunities, and

- promotes flexible small and intermediate businesses.

* The Premier require:

- government development documents be evaluated against the principles and guidelines of sustainable development, and

- ministerial responsibility and accountability for the environmental and economic effects of development policies and programs.

* Ministers amend their development programs, economic instruments and procedures to ensure compliance with sustainable development principles and guidelines.

* Boards of Directors of Crown corporations and external agencies be held responsible and accountable for implementing sustainable development.

* Crown corporations adopt and implement sustainable development.

## AS ENFORCEMENT OFFICER

There is a large body of legislation, policy and associated administrative rules which govern the environment and economy. The public sector is the agent for ensuring compliance with those laws.

If sustainable development is to become a reality, laws must not only be fair, predictable and based on clear environmental and economic goals. There must also be reasonable certainty of compliance.

Government must ensure that laws which are intended to change behaviour to sustainable development are enforced in a timely, reasonable, professional and predictable fashion based on appropriate information and monitoring to ensure a level playing field for business.

Manitoba must ensure compliance procedures are coordinated and consistent with sustainable development and that adequate resources are dedicated to enforcement. This will require that the following actions be undertaken.

* Ministers harmonize enforcement of environment and resource laws, processes and regulations.

* Ministers amend enforcement procedures to comply with sustainable development.

* Ministers report on their enforcement capabilities and develop enforcement plans.

* Ministers evaluate which enforcement activities should be centralized in one agency.

* Ministers ensure the roles and responsibilities of enforcement officers are clearly defined.

## AS CONSUMER

The public sector must purchase goods and services to support its daily operations and assigned programs. The ongoing yearly expenditure on goods and services makes the public sector one of, if not the largest, single consumer in the Province.

What the public sector purchases, its work practices and procedures either support or hinder the attainment of a sustainable society.

The public sector must utilize its purchasing power to influence the market place, provide opportunities for new businesses, and support changes in resource extraction, processing, manufacturing, packaging and product distribution to ensure they become environmentally sound and economically sustainable.

Manitoba must ensure the public sector purchases products which are sound and sustainable and establish office and field procedures which promote efficient and sustainable work practices. This will require that the following actions be undertaken.

* The Premier and Ministers implement a procurement policy consistent with sustainable development.

* The Premier promote compatible procurement polices by all public sector institutions.

* Ministers review the work practices and operations of the public sector and ensure they are environmentally sound and economically sustainable.

## AS EDUCATOR

Sustainable development is challenging our present understanding of the relationship between economy and the environment. If sustainable development is to be achieved, we must equip people with ability, knowledge and training.

As the Province of Manitoba has constitutional responsibility for education, the public sector must not only maintain, support and run our schools, colleges and universities, but as an employer, is responsible for ensuring its workforce has the skills, and knowledge base necessary to perform the tasks they have been elected or hired to carry out.

We are facing major economic, environmental and technological challenges which require different skills and understandings. The public sector must, as educator, direct and support the change to sustainable development.

The Government must promote Manitoba as a centre of excellence in education for sustainable development, and ensure the public sector obtains appropriate training and awareness. This will require that the following actions be undertaken.

* The Premier ensure sustainable development is part of the curriculum of the provincial education system.

* Ministers investigate opportunities for cooperative ventures in development and delivery of sustainable development education programs with the private sector.

* The Premier ensure public sector employees have opportunities to obtain managerial, technical and work skills training needed to implement sustainable development.

## AS COMMUNICATOR

The public sector has a major role in informing the public about changes in the laws, new programs and policies, and providing general information about emerging issues and new directions. In specific situations, the public sector must provide information about immediate problems, such as situations where there may be adverse impacts upon the public and personal care and caution is required (eg. environmental accidents and forest fires).

Public sector communications and how it involves the public in decision making will impact upon the successful transition to sustainable development in society as a whole and in the public sector itself.

The Province must assist Manitobans in understanding the concept of sustainable development, ensure its employees can obtain information and ensure information programs are coordinated and integrated. This will require that the following actions be undertaken.

* Ministers encourage awareness of, and cooperation in the development and delivery of information programs on sustainable development by:

- fostering its general understanding,

- encouraging private sector participation, and

- ensuring coordination and integration of public sector information programs and delivery.

* Ministers establish information mechanisms and programs to facilitate public participation in decision making.

* Ministers establish mechanisms for providing information concerning environmental accidents.

* The Premier report regularly on the state of the economy and environment.

## AS PARTNER

The essence of democracy and responsible government is one of a partnership between the electorate and those who are elected to govern.

Manitoba's environment and the economy are not isolated but form part of the national and global environment and economy. Government - as trustee and steward of the economy, natural resources and the environment - must act in partnership with its citizens, other governments, the business sector, labour and non-government organizations.

Manitoba must use partnerships in addressing specific sustainable development issues and develop partnerships as a mechanism for public and stakeholder participation in decision making. This will require that the following actions be undertaken.

* Ministers pursue partnerships with federal and provincial governments to address interjurisdictional issues of sustainable development.

* Ministers pursue partnerships with non-government organizations and business to

- develop provincial positions on interjurisdictional issues,

- resolve critical economic - environmental issues,

- assist small firms in sustainable development, and

- deliver programs in education, environmental enhancement and monitoring.

## AS RESEARCHER

We must increase our understanding of the linkages and interdependence of the environment and economy. We also need to reorient our thinking based on sound science.

Our universities, colleges, departments of government and various public sector agencies are responsible for encouraging, promoting and undertaking research and development.

These institutions must now actively support sustainable development by focusing their attention on the knowledge and tools needed to make the transition and to support environmentally sound sustainable economic growth.

Manitoba must identify and support the research and development needed to achieve sustainable development. This will require that the following actions be undertaken.

* Ministers review their research capacity and define areas of appropriate research to support sustainable development.

* Ministers support independent research into opportunities for sustainable economic development and critical environmental and economic risks.

* Ministers ensure development of new tools to achieve environment-economy integration, environmental protection and sustainable economic development.

# INTRODUCTION

***"The next few decades are crucial for the future of humanity. Pressures on the planet are now unprecedented and are accelerating at rates and scales new to human experience...."*** [1]

Globally, there is growing evidence our behaviour cannot be sustained. We are facing a world wide reduction in food producing capability due to soil loss, increasing health risks because of water and air pollution, diminishing economic potential resulting from degraded productivity of natural resources, destruction of earth's ozone layer, potential global warming, increasing risk of environmental accidents, extinction of species, increasing urbanization and decline of rural communities, consumer driven waste of resources, inefficient and environmentally harmful industrial practices, decreasing ability to address significant social problems because of increasing public debt, increasing use of toxic chemicals, waste disposal problems, depletion of non-renewable natural resources and growing international and regional strife due to the inability of nations to provide jobs and incomes.

These examples indicate that as a global society we have not considered our impact, not only on the economy, but also on the environment and ultimately upon ourselves.

## WHY SUSTAINABLE DEVELOPMENT

The problems of the economy and the environment are many and global. When the United Nations World Commission on Environment and Development set out to formulate a global agenda for change,

> ***"...there were those who wanted its considerations to be limited to "environmental issues" only. This would have been a grave mistake. The environment does not exist as a sphere separate from human actions, ambitions, and needs, and attempts to defend it in isolation from human concerns have given the very word "environment" a connotation of naivety in some political circles. The word "development" has also been narrowed by some into a very limited focus, along the lines of "what poor nations should do to become richer",...But the "environment" is where we all live; and "development" is what we all do in attempting to improve our lot within that abode. The two are inseparable."*** [2]

It was therefore determined that a

> ***"...new development path was required, one that sustained human progress not just in a few places for a few years, but for the entire planet into the distant future. Thus "sustainable development" becomes a goal not just for the "developing" nations, but for industrial ones as well."*** [3]

Conventional wisdom which states that development must be at the expense of the environment, and that environmental considerations stop economic growth is being challenged.

"Sustainable development" seeks to resolve the perceived conflict between human prosperity and sustaining the natural world. In reality, we find the environment and economy are interdependent and interrelated. Quality growth can occur in a manner which does not put into jeopardy the ability of the environment to sustain and nurture life. It is no longer the environment or the economy but rather a partnership for the mutual advantage of all.

# WHAT IS SUSTAINABLE DEVELOPMENT

## A GLOBAL PERSPECTIVE

Sustainable development, as expressed in the United Nations World Commission on Environment and Development (Brundtland) Report, "Our Common Future", is a process of changing the character of society. It involves fundamental changes in the way business is done, what is taught to our children, how we as individuals live and conduct our lives and how government and societies' public institutions address the essential problems affecting our life.

The U.N. Commission described sustainable development as paths of environmental, economic, social and political progress that

> ***"...meets the needs of the present without compromising the ability of future generations to meet their own needs."*** [4]

All of these paths begin with the proposition that a healthy environment depends upon sustainable economic growth and that a vigorous economy is dependent upon a healthy environment.

The U.N. Commission indicated that to achieve sustainable development, we will need to ensure:

- ***a political system that secures effective citizen participation in decision making,***
- ***an economic system that is able to generate surpluses and technical knowledge on a self-reliant and sustained basis,***
- ***a social system that provides for solutions for the tensions arising from disharmonious development,***
- ***a production system that respects the obligation to preserve the ecological base for development,***
- ***a technological system that can search continuously for new solutions,***
- ***an international system that fosters sustainable patterns of trade and finance, and***
- ***an administrative system that is flexible and has the capacity for self-correction."*** [5]

In May 1989, the Governing Council of the United Nations Environmental Programme, clarified the definition of sustainable development, as differing views on sustainable development were creating confusion.

The Council stated that the World Commission on Environment and Development's definition of sustainable development implies:

> ***"...progress towards equity within and between nations; the need for a favourable international economic environment that would help to sustain economic growth in all countries, and emphasizing that such growth is essential for sound management of the environment as well as maintenance and rational use of natural resources; the need for integration of environmental concerns into development planning; and the recognition of the sovereignty of nations to pursue the development methods of their own choice."*** [6]

## A NATIONAL PERSPECTIVE

Canada's National Task Force on Environment and Economy indicated their basic agreement with the World Commission, and made recommendations to integrate environmental protection and economic development. The Task Force described sustainable development as:

> ***"...the requirement that current practices should not diminish the possibility of maintaining or improving living standards in the future. This means that our economic systems should be managed to maintain or improve our resource and environmental base so that the generations that follow will be able to live equally well or better. Sustainable economic development does not require the preservation of the current stock of natural resources or any particular mix of human, physical and natural assets. Nor does it place artificial limits on economic growth, provided that such growth is both economically and environmentally sustainable. Sustainable economic development implies that resources and the environment must be managed for the long term, taking into account their possible value in the future as well as their value now."*** [7]

## A PROVINCIAL PERSPECTIVE

For the Manitoba Round Table on Environment and Economy, sustainable development is a general philosophy, ethic and approach to guide our individual and collective behaviour in respect of the environment (the life sustaining processes of the earth and its natural resources) and the economy (the provision of jobs, incomes and wealth resulting from economic activity).

Like our economy and the earth's life processes, sustainable development is complex and simple definitions do not do it full justice. As B. Commoner described the first law of ecology as ***"everything is connected to everything else"*** [8] so to is sustainable development.

For us, sustainable development means **environmentally sound and sustainable economic development,** described by a **vision** for Manitoba, comprising certain **beliefs, principles** and **guidelines.**

Our vision is one of a sound environment and sustainable economic growth. The environment will be clean, safe and healthy. Our economy will be sustainable and one in which quality growth is the norm. It will provide us with the ongoing wealth and ability to provide the goods and services for both present and future generations of Manitobans in an environmentally sound manner.

It is our belief:

- that we cannot continue to develop economically unless we protect the environment,
- that continued economic development will be needed to pay for important environmental initiatives,
- that the needs of the present must be met without sacrificing the ability of future generations to meet their own needs, and
- that attention must be paid to long term effects of both environmental and economic decisions.

We recognized that the earth's ability to sustain and assimilate human development and activity is limited. However, sustainable development provides the opportunity to pursue quality growth and wealth generation in an environmentally responsible manner.

This will allow us to address the real and emerging problems of:

- sustaining human life by protecting the earth's life support system,
- providing jobs and incomes for those presently unemployed and for the workforce of the future,
- cleaning up degraded areas,
- anticipating and preventing or mitigating environmental and economic mistakes,
- enhancing our natural resources upon which jobs and incomes depend,
- providing mobility, health care, education and social services, and
- assisting the world community in feeding, clothing and sheltering a population which is expected to double from 5 billion to 10 billion by 2040.

We must always respect the limits of the earth. Sustainable economic development and quality growth are possible, nevertheless, because of the capacity of human innovation and ingenuity. However, this will require:

- generating more from less through efficient and effective use of resources,
- reducing, reusing, recycling and recovering the products and by-products of production, and consumption,
- ensuring environmentally sound value-added (secondary and tertiary) processing and manufacturing,
- enhancing productivity through political, technological, scientific, institutional and social innovation,
- replenishing and reclaiming damaged environments,
- increasing the productive capability and quality of natural resources, and
- conserving and developing substitutes for scarce resources.

To realize this vision, ten principles and six guidelines for sustainable development have been established. These tenets must not only govern our actions, activities and decisions but they describe the nature and characteristics of sustainable development. While each principle and guideline may not apply to a particular activity, sustainable development will not be achieved if they are disregarded.

Our vision, beliefs, principles and guidelines must be applied comprehensively to all of our endeavors. To that end, we propose that sustainable development strategies be prepared for all major areas of human activity which impact upon our environment and economy, including society's institutions - the public sector.

# PRINCIPLES AND GUIDELINES OF SUSTAINABLE DEVELOPMENT

## PRINCIPLES

1. **INTEGRATION OF ENVIRONMENTAL AND ECONOMIC DECISIONS:** requires that we ensure economic decisions adequately reflect environmental impacts including human health. Environmental initiatives shall adequately take into account economic consequences.

2. **STEWARDSHIP:** requires that we manage the environment and economy for the benefits of present and future generations.

   Stewardship requires the recognition that we are caretakers of the environment and economy for the benefit of present and future generations of Manitobans. A balance must be struck between today's decisions and tomorrow's impacts.

3. **SHARED RESPONSIBILITY:** requires that all Manitobans acknowledge responsibility for sustaining the environment and economy, with each being accountable for decisions and actions, in a spirit of partnership and open cooperation.

4. **PREVENTION:** requires that we anticipate, prevent or mitigate significant adverse environmental (including human health) and economic impacts of policy, programs and decisions.

5. **CONSERVATION:** requires that we maintain essential ecological processes, biological diversity and life-support systems of our environment; harvest reusable resources on a sustained yield basis; and make wise and efficient use of our renewable and non-renewable resources.

6. **RECYCLING:** requires that we endeavour to reduce, reuse, and recover the products of our society.

7. **ENHANCEMENT:** requires that we enhance the long term productive capability, quality and capacity of our natural ecosystems.

8. **REHABILITATION AND RECLAMATION:** requires that we endeavour to restore damaged or degraded environments to beneficial uses.

   Rehabilitation and reclamation require ameliorating damage caused in the past. Future policies, programs and developments should take into consideration the need for rehabilitation and reclamation.

9. **SCIENTIFIC AND TECHNOLOGICAL INNOVATION:** requires that we research, develop, test and implement technologies essential to further environmental quality including human health and economic growth.

10. **GLOBAL RESPONSIBILITY:** requires that we think globally when we act locally.

    Global responsibility requires that we recognize there are no boundaries to our environment, and that there is ecological interdependence among provinces and nations. There is a need to work cooperatively within Canada, and internationally to accelerate the merger of environment and economics in decision making and to develop comprehensive and equitable solutions to problems.

## GUIDELINES

1. **EFFICIENT USE OF RESOURCES:** we shall encourage and support development and application of systems for proper resource pricing, demand management, and resource allocation together with incentives and disincentives to encourage efficient use of resources and full environmental costing of decisions and developments.

2. **PUBLIC PARTICIPATION:** we shall establish appropriate forums which encourage and provide opportunity for consultation and meaningful participation in decision making processes by all Manitobans. We shall endeavour to ensure due process, prior notification and appropriate and timely redress for those affected by policies, programs, decisions and developments.

3. **UNDERSTANDING AND RESPECT:** we shall be aware that we share a common physical, social and economic environment in Manitoba. Understanding and respect for differing social and economic views, values, traditions and aspirations is necessary for equitable management of these common resources. Consideration must be given to the aspirations, needs and views of various regions and groups in Manitoba.

4. **ACCESS TO ADEQUATE INFORMATION:** we shall encourage and support the improvement and refinement of our environmental and economic information base and promotion of the opportunity for equal and timely access to information by all Manitobans.

5. **INTEGRATED DECISION MAKING AND PLANNING:** we shall encourage and support decision making and planning processes that are open, cross-sectoral, incorporate time horizons relevant to long-term implications and are efficient and timely.

6. **SUBSTITUTION:** we shall encourage and promote the development and use of substitutes for scarce resources where they are both environmentally sound and economically viable.

## THE PUBLIC SECTOR AND SUSTAINABLE DEVELOPMENT

***"All societies, however primitive, possess some form of government [public sector]....There are two simple reasons for the existence and nature of the governmental or political function: first, human beings have a multitude of basic needs and wants which must be satisfied if the species is to survive and if individuals are to attain happiness; second, the resources necessary for the satisfaction of those needs and wants must be extracted from an environment that is limited....The function of government [and its institutions] is to resolve the conflict which arises over who gets what resources in a given society."*** [9]

The challenge to the Manitoba Government is to meet the essential needs of Manitobans, now and in the future, from a finite environment. Sustainable development provides the means to meet that challenge.

The public sector affects all facets of our society. If sustainable development does not govern the public sector, we will fail to bring about the needed changes in society. We will then not be able to ensure a healthy environment and an economy capable of meeting our current and future needs.

Canada and all provinces are unique among western free enterprise democracies. Over 80 percent of the nation's land base, including most of our mineral and forest resources, are owned by government.

Provinces have constitutional responsibility for wildlife, water, land and joint responsibility in many of the other resource areas. As a result, provincial governments establish regulations for the use, protection, development and access to these resources.

The public sector is the major supplier of electrical energy and it controls and regulates most of our other energy supplies. It plans, builds and maintains the majority of our roads, drains and water and sewage facilities and runs most of our landfill areas.

Public institutions operate most of our educational systems and have the responsibility of ensuring that the population is literate, well informed, appropriately educated and trained and capable of securing jobs in a rapidly changing global industrial and information age.

Our health services are in a large part provided through the public sector.

The public sector is not only one of our largest employers but also the largest consumer of products.

How the public sector makes decisions in all these areas greatly influences the environment and economy. The problem is the public sector, in general, is not geared to operating in a sustainable manner.

As the U.N. World Commission report has so clearly stated:

> ***"The integrated and interdependent nature of the new challenges and issues contrasts sharply with the nature of the institutions that exist today. These institutions tend to be independent, fragmented, and working to relatively narrow mandates with closed decision processes. Those [departments] responsible for managing natural resources and protecting the environment are institutionally separated from those responsible for managing the economy. The real world of interlocked economic and ecological systems will not change; the policies and institutions concerned must."*** [10]

In simple terms, the change the public sector needs to make involves implementing the philosophy of sustainable development by integrating environment and economy into its decision making, at all levels of its operations.

In more practical terms it means ensuring that laws, administrative procedures, organizational structures, development policies, work practices, management systems and enforcement processes are consistent with the beliefs, vision, principles and guidelines of sustainable development.

This will require appropriate training and education of employees, and research and application of new techniques to address the complexities of the relationship between the environment and economy.

How governments govern and how our public institutions operate is a reflection of the values of our society and the needs and aspirations of us all. The recognition of the new realities of the environment and economy require change - a change to sustainable development.

***The Seat of Government, The Manitoba Legislative Building***

# THE MANITOBA PUBLIC SECTOR

Manitoba's public sector includes the institutions which encompass the executive, legislative, judicial and administrative functions of the Government of Manitoba.

The Government is headed by Her Majesty who rules through the offices of the Lieutenant Governor. The Premier and Cabinet exercise executive authority.

The Legislative Assembly exercises its authority through the control of all financial matters and legislation.

The judicial system enforces this authority to ensure consistency with the laws of Manitoba and Canada.

Specifically, these institutions include:

- the direct offices of government,
- the administrative units established as departments of the government with specific functions or mandates,
- creations by the Province through legislation such as Crown corporations, boards, agencies, and commissions, and
- those operations established under legislation but direct control is exercised in cooperation with local interests or certain designated bodies such as municipal governments, hospitals, universities, and school boards.

Also any creation of municipal government and those who participate in the public sector as elected officials, employees, volunteers, and appointees are included (Appendix 1).

Major activities that are undertaken in the name of the government are generally attached to various departmental ministries either by specific acts or by the designation of the Premier (executive privilege). Currently the major assignments are as follows:

| | |
|---|---|
| **Hospitals** | **Department of Health;** |
| **Rural Municipalities, Local Government Districts, Towns and Villages** | **Department of Rural Development;** |
| **The City of Winnipeg** | **Department of Urban Affairs;** |
| **Universities, Community Colleges, School Boards and Schools** | **Department of Education and Training;** |
| **Northern Affairs** | **Department of Northern Affairs; and** |
| **Crown Corporations** | **According to Executive Privilege** |

Excluded are the federal government or any of its controlled operations, foreign governments and companies which are chartered under provincial legislation, unless their charters require that they be considered to exercise any or all of the powers and authority normally reserved for the Government of Manitoba.

In 1990, 80,576 people were employed in the public sector, in Manitoba.

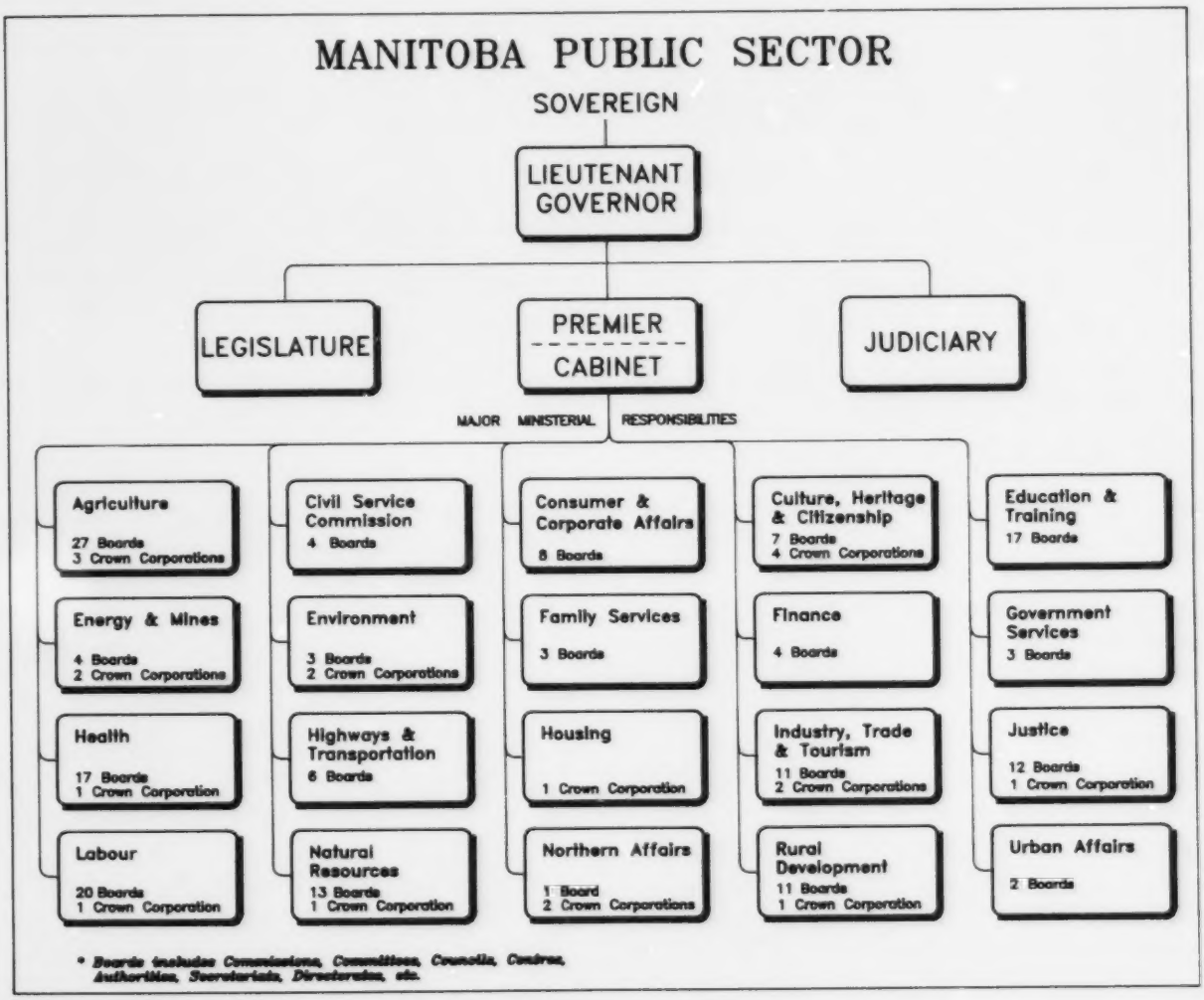
| Institution | # People |
|---|---|
| Line Department Staff | 17,476 |
| Board Members* | 1,717 |
| Board Staff | 1,399 |
| Corporation Staff** | 11,993 |
| Corporation Board Members | 219 |
| Municipal Employees | 13,000 |
| University Staff | 5,772 |
| School Division Staff | 29,000 |
| TOTAL*** | 80,576 |

*does not include municipal officials or school board members.
**there are currently 22 Crown corporations
***does not include hospital staff: nurses, support, etc.

## STRUCTURE

The structure of the public sector is hierarchial. Government operations (Lieutenant Governor, Premier, Executive Council and Legislature) and Judiciary are at the top with administrative units (departments, boards, commissions) and other institutions (Crown corporations, local government, school and health organizations) reporting as required to Cabinet and the Legislature through a Minister of the Crown.

The internal structures of specific public sector institutions vary but are also generally hierarchial in nature. For example, each line department is headed by a Minister and directed by a Deputy Minister. According to the organizational structure of the department there may be one or several Associate or Assistant Deputy Ministers. In several departments, legislation establishes the functions and duties of specific directors or agents.



# DECISION MAKING AND AUTHORITY

## GOVERNMENT

There are several features of the Canadian political system which set the context, authority and scope in which environmental and economic decisions are made in the public sector.

Constitutional Monarchy stipulates that all decisions including those that impact on the economy and the environment are made with the prestige, power, and in the name of the Monarch. In Canada, the Governor General exercises authority in the name of the Monarch and in Manitoba this authority rests with the Lieutenant Governor who is appointed by Canada.

Responsible Government requires that all decisions are made responsible to the elected legislature which may set laws and regulations in order to empower these decisions.

Representative Government mandates that all decisions be supported by the majority of the representatives in the legislature. This has led to the formation of political parties and a system wherein party platforms explain what types of decisions the party would take when elected to government.

Federalism establishes the respective areas of authority for the provinces and the federal government, as either exclusive powers or joint powers.

The Rule of Law is a feature that relies upon an independent judicial system, which can be called into play to determine whether a decision is consistent with the customs, traditions and precedents set by all laws that are passed within the framework of the constitution.

All decisions taken by government are subject to these features and even the most seemingly obscure decision cannot be separated from the system.

As each decision must be validated against each of these features, a number of systems, conventions and practices have been set in place to ensure compliance and maintain the integrity of the system.

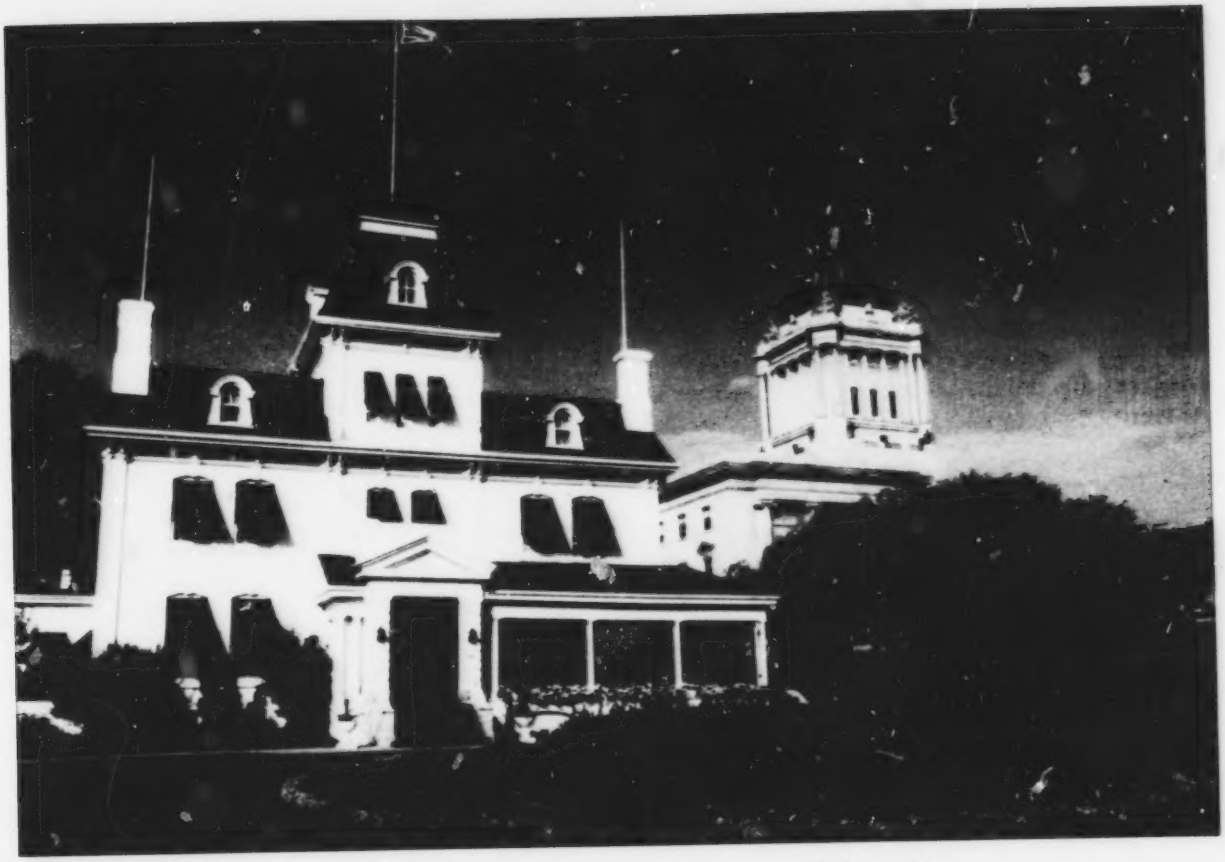
## LEGISLATION

The Manitoba Legislative Assembly exercises all assigned power. Its members are elected on the basis of a free vote by the general population. All decisions in the legislature are made by a majority of votes amongst elected representatives.

The principal actions of the legislature are to make and amend the law. Presently, there are about 333 major pieces of legislation enacted by the Manitoba Legislature with at least 169 having significant implications on how decisions affecting the environment and economy are presently made (Appendix 2).

All laws are subject to review by the judiciary. All legislative decisions must be made known through publication in the Manitoba Gazette.

The records of all statements made by representatives in and to the Assembly are also published under the Hansard system. Daily Order Papers are also printed to inform members and the public of the nature of business being discussed. Public participation is often required or permitted.



*The Residence of the Lieutenant Governor of Manitoba*

## BUDGETS

The authority over public funds is one of the most critical aspects of government, since it not only determines the life of a government but also has fundamental implications for our environment and economy.

If the government is unable to win a majority in the legislative assembly on any matter that deals with the raising or spending of these funds, the government must resign.

The budget process begins with the preparation of anticipated expenditures by departments. These estimates are based on known program expenses and any new initiatives that are planned. Departments must also anticipate revenues that will be earned and include them in the package. The principle of gross accounting requires that all monies received be deposited directly with the Minister of Finance.

The provincial budget is funded by revenues derived from:

- taxes, fees, rents, license, permits etc. levied by the Province,
- revenues collected by the Federal Government, on behalf of the Province through income taxes,
- transfer payments from the Federal Government,
- self financed revenues earned by market activities of Crown corporations, and
- municipal taxes, school taxes and various fees charged by other elements of the public sector.

All funds must be raised and spent within the fiscal year for each agency. This requires that a budget be prepared and approved yearly by the legislature. In the event that this cannot be done the Lieutenant Governor can approve a special warrant to fund the business of government until the legislature is able to deal with a budget. Because of the nature of transfer payments and cost shared arrangements with the Federal Government, the provincial budget must follow a federal budget.

The office of Provincial Auditor has been established to ensure that all of the rules and procedures enacted by the legislature to control funds have been followed.

## EXECUTIVE AUTHORITY

The business of the legislature is expedited by permitting the executive (Cabinet and the Lieutenant Governor) to exercise authority in certain areas without having to use the legislative process. These areas include matters of an administrative and enabling nature, agreements with other governments, appointment of certain officials and the verification of certain procedures. This system is known as Order-in-Council.

All actions taken under this system must be within authority specifically assigned by the legislature. These activities must be authorized by the Monarch's representative; may be subject to judicial review; and may also be challenged by the legislature.

Each of these decision systems involves all of the features of government and are aimed towards maintaining the confidence of the governed.

## DELEGATED AUTHORITY - DISCRETIONARY POWERS

While formal authority rests with the elected bodies, considerable authority has been delegated to non-elected individuals directing the operations of departments and agencies in the public sector.

> ***"...the power actually to make regulations which have the effect of law...frequently rests with bureaucrats, and not with the constitutionally supreme lawmaker, parliament, or with even the political executive, the cabinet. A most important bureaucratic function, therefore, is the power to make decisions which themselves constitute legislative outputs of the political system."*** [11]

In the process of administering the law, government policy and programs, it is necessary to employ a great deal of discretion. Laws and policies are often stated very generally, as they cannot take into account the infinite number of circumstances to which they might apply. Indeed, so great is the discretionary power granted to the non-elected public servant entrusted with administering an act or policy that the distinction between legislative, executive, and judicial functions become insignificant.

While laws usually state that ultimately authority to make a decision rests with the responsible Minister, in fact the vast majority of decisions made in the public sector never reach the Minister's notice. In reality, real authority resides with the employees and the organizations established to administer laws, policies and programs.

## A PROCESS FOR CHANGE [12]

In 1989, the Round Table and the Province of Manitoba agreed that the public sector needed to change, in order to achieve sustainable development.

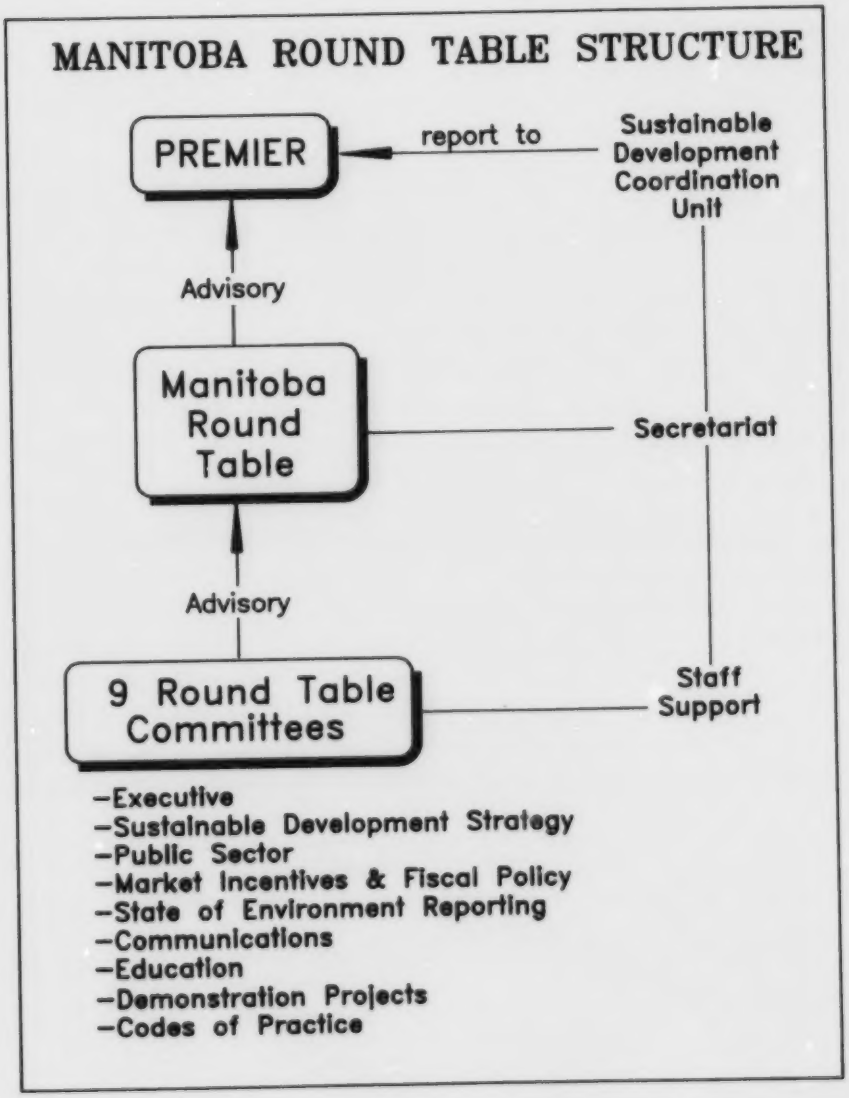
We established a Public Sector Subcommittee and adopted as one of our seven objectives:

> ***"To review and advise upon implementation of sustainable development within the public sector."***

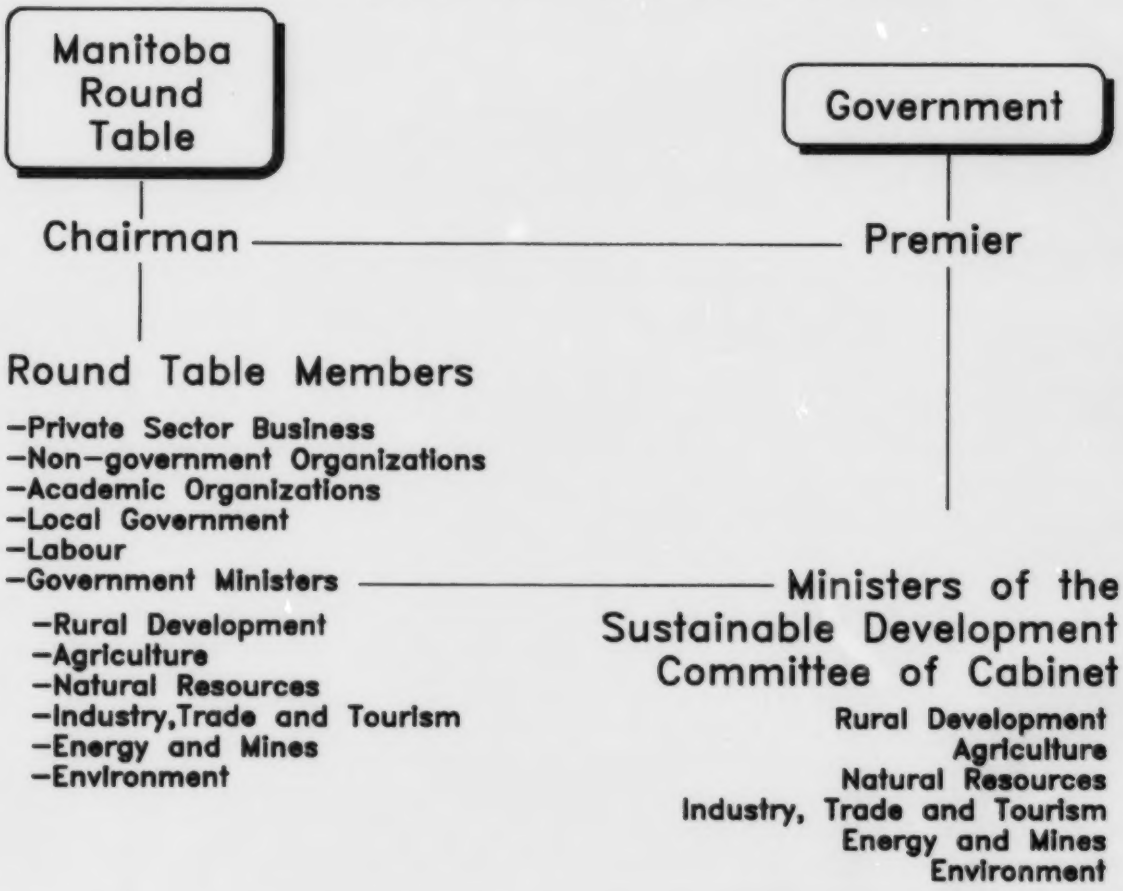
For its part, the Manitoba Government established the Sustainable Development Committee of Cabinet with a mandate of:

> ***"Reviewing the integration of sustainable development within the public sector in terms of procedures and practices."***

With an agreement to work cooperatively, the Round Table and the Manitoba Government established an organizational linkage to facilitate integrated environmental-economic policy development and implementation.



## MANITOBA ROUND TABLE– PROVINCIAL GOVERNMENT RELATIONSHIP



## APPROVAL FOR ACTION

To initiate the process, the Round Table's Public Sector Subcommittee developed a framework by which the Government of Manitoba and the Round Table could effectively address the Round Table's public sector objective and the mandate of the Sustainable Development Committee of Cabinet.

This framework was considered by the Manitoba Government, and on the recommendation of the Cabinet Committee for Sustainable Development, the Provincial Cabinet approved implementation on November 22, 1989.

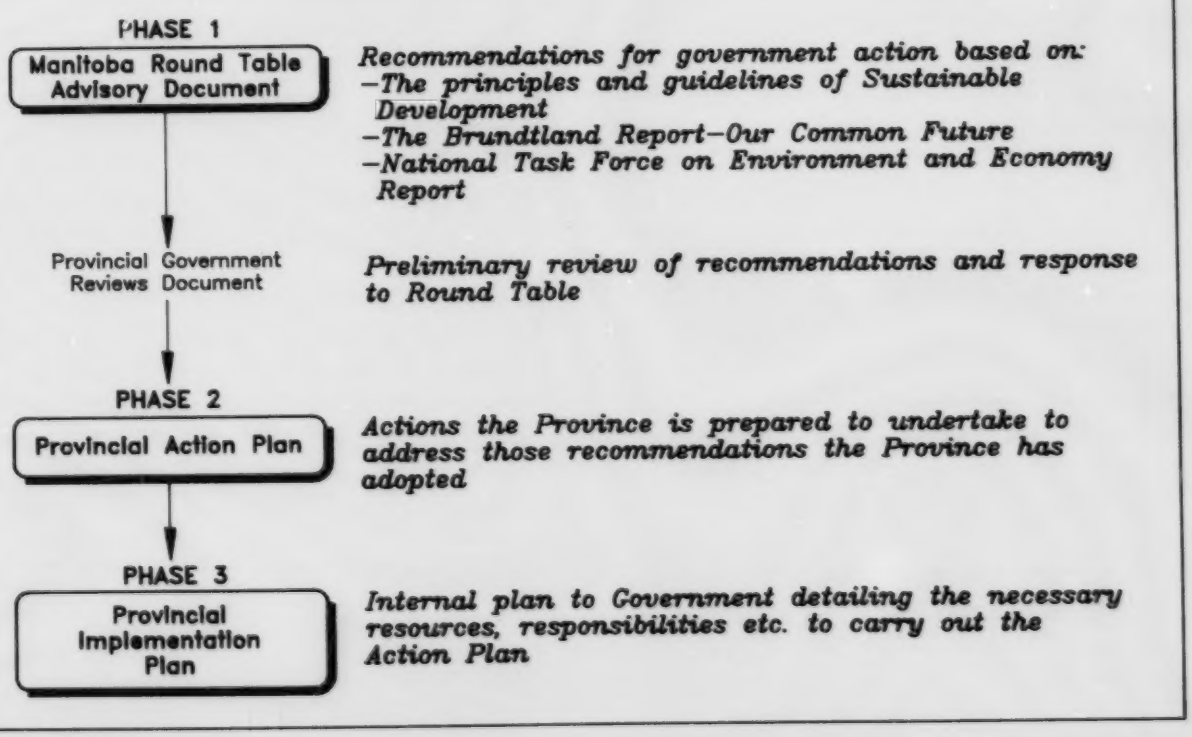
The framework consists of three phases: advice from the Round Table, a Provincial Action Plan and a Provincial Implementation Plan.

This approach was recommended to clearly establish that the role of the Manitoba Round Table was to advise the Province on what changes needed to be addressed. The Province is to be responsible for how these changes are to be implemented.

Also stipulated is a consultation process with the public sector. This ensured cooperative input and provided the public sector with a stake in the overall process.

Finally, the approach allowed for gradual implementation, in order to build credibility into the process and establish the needed communication and educational linkages. The transition will take time; a period of 10 to 15 years is envisioned for implementation.

### FRAMEWORK FOR IMPLEMENTATION


PHASE 1
Manitoba Round Table Advisory Document
Recommendations for government action based on:
–The principles and guidelines of Sustainable Development
–The Brundtland Report–Our Common Future
–National Task Force on Environment and Economy Report
Provincial Government Reviews Document
Preliminary review of recommendations and response to Round Table
PHASE 2
Provincial Action Plan
Actions the Province is prepared to undertake to address those recommendations the Province has adopted
PHASE 3
Provincial Implementation Plan
Internal plan to Government detailing the necessary resources, responsibilities etc. to carry out the Action Plan

## PURPOSE AND PROCESS

***"The process should be designed to work towards consensus and to exert direct influence on policy and decision makers at the highest levels of government...."*** [13]

The intent of this report is to assist the Manitoba Government in its implementation of sustainable development in the public sector. Specifically the report:

1. focuses the considerations of the Manitoba Government on those issues and concerns deemed to be most relevant to ensuring a successful transition to sustainable development, and

2. identifies the appropriate actions that should be considered for implementation.

In the spirit of building consensus, an integrated process established between ourselves and the Province of Manitoba was used in the preparation of this report.

The process involved the Province establishing a Working Group of representatives from all departments and major Crown corporations to assist us in developing this report. This Working Group:

1. helped to identified "what" needed to be addressed to ensure sustainable development becomes incorporated in the operations and structure of the public sector; and

2. suggested and evaluated objectives and recommendations.

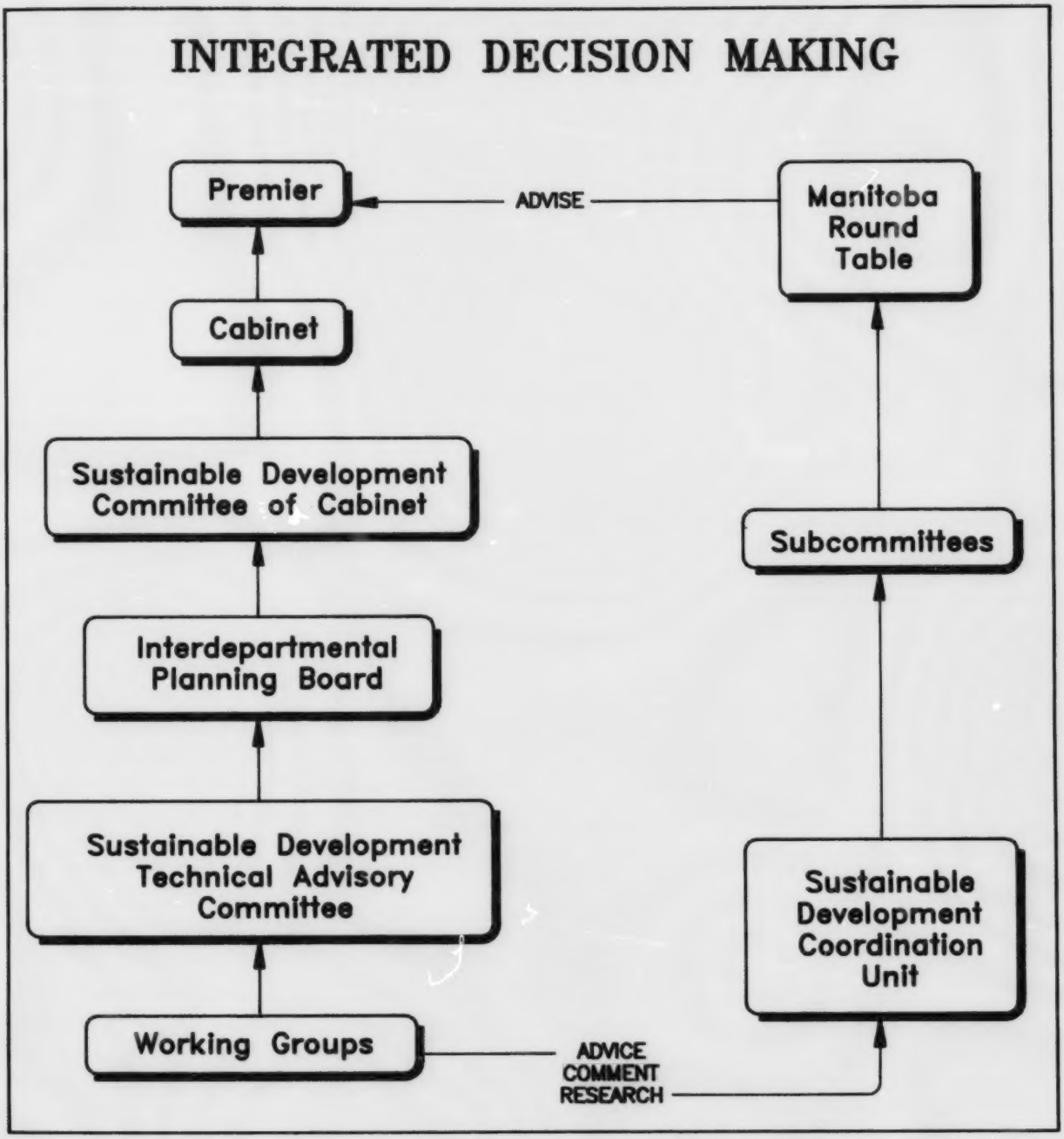
The Public Sector Working Group was broadly based and included representatives of 26 organizations:

Central Agencies: Executive Council; and Treasury Board.

Departments: Agriculture; Civil Service Commission; Consumer and Corporate Affairs; Culture, Heritage and Citizenship; Education and Training; Environment; Energy and Mines; Family Services; Finance; Government Services; Health; Highways and Transportation; Industry, Trade and Tourism; Justice; Labour; Natural Resources; Northern Affairs; Rural Development; and Urban Affairs.

Crown Corporations: Manitoba Hydro; Manitoba Telephone System; Manitoba Hazardous Waste Corporation; Crown Corporations Council; and Manitoba Development Corporation.

By utilizing an integrated process, we had access and direct links not only to Ministers and senior managers but also to the operational sections of the public sector. This access provided valuable advise concerning the kinds of change that would be required to implement sustainable development.


INTEGRATED DECISION MAKING
Premier
ADVISE
Manitoba Round Table
Cabinet
Sustainable Development Committee of Cabinet
Subcommittees
Interdepartmental Planning Board
Sustainable Development Technical Advisory Committee
Sustainable Development Coordination Unit
Working Groups
ADVICE
COMMENT
RESEARCH

## METHOD AND SCOPE

***" Ecology and economy are becoming ever more interwoven - locally, regionally, nationally, and globally - into a seamless net of causes and effects."*** [14]

***"The challenges are both interdependent and integrated, requiring comprehensive approaches...."*** [15]

It is our conviction that to achieve sustainable development we must, as a society, change. Given the extensive responsibilities the public sector has in society, a comprehensive approach is required.

Sustainable development is a new philosophy and concept with new values, ideas and principles, requiring different behaviours, thinking patterns and decision making.

Sustainable development cannot be an "add-on" activity to be engaged in as time permits. Instead, it is everyone's responsibility and therefore the on-going responsibility of every public sector organization and employee. It is and must become the essence and fabric of what the public sector weaves.

The premise is that we must address not only "what" the public sector does but more importantly, the "causes" which have led to effects and symptoms of actions which are unsustainable.

There are direct links between what the public sector does and the underlying causes which have lead to actions which are non-sustainable and will prevent the eventual achievement of sustainable development.

The common denominator is decision making, that is, the process of making choices.

For the public sector, decision making is influenced not only by the scope, values, information bases and decision making models it uses, but also by the roles it must perform as a public institution. There are many factors and constraints which control, guide and direct how decisions are to be made. Most are not, however, based on the integrated and interdependent nature of the environment and economy.

Presently, each public sector organization and each unit in that organization is oriented to carrying out specific functions, usually in isolation from other organizations. Each one generates decisions for which there are unintended and unanticipated economic and environmental consequences and side-effects. Many decisions are uncontrolled and result in significant individual or cumulative negative effects on the environment and economy.

In our approach, we have attempted to re-direct all significant factors which guide decision making in every major role of the public sector, to ensure the end result, "the choices made," will be consistent with sustainable development.

Underlying our method, was the U.N. Commission report, Our Common Future, the Report of the National Task Force on Environment and Economy, and our stated beliefs, vision, principles and guidelines of sustainable development.

Our Common Future is considered to be the centre piece of thought on sustainable development. International in scope, it provides directions and recommendations the world will need to follow, if we are to address the critical environmental, economic and social problems facing us today. The U.N. Commission emphasized that changing our public institutions, both in form and

in content is essential to achieving sustainable development. The details, issues and directions of this report are central to our recommendations.

The National Task Force's Report was Canada's initial response to the challenge presented to all nations by the United Nations. In September 1987, the Task Force issued its report which called for sweeping changes in the way environmental and economic issues are addressed in Canada. The report recommended a 40 step action plan designed to put this nation on the road towards sustainable development. A major component of the report were recommendations with significant implications for government and their institutions. The recommendations, modified to reflect Manitoba's situation, have been adopted.

Fundamental to our recommendations is the essential need for the public sector to integrate and restructure itself consistent with our understanding of the broad meaning of sustainable development as expressed and defined by our vision, beliefs, principles and guidelines of sustainable development.

# OBJECTIVES AND RECOMMENDATIONS FOR THE PUBLIC SECTOR

The public sector has evolved over the life of the Province. Its nature is based on the evolution of government in the English parliamentary and administrative tradition.

The scope of our public sector: government, its administrative units (departments and agencies), the judiciary, Crown corporations, school and health organizations and local governments reflect the character of our society, as it evolved to meet the needs of Manitobans.

In making recommendations so that public institutions can adapt to rapidly changing global, national and regional environmental and economic conditions, we focused on the fundamental roles of the public sector.

There are twelve roles which have the greatest and most immediate impact on the environment and economy. Our recommendations address the fundamental activities engaged in by the public sector in their roles:

- as leader,
- as legislator,
- as organizer,
- as manager,
- as administrator,
- as promoter-developer,
- as enforcement agent,
- as consumer,
- as educator,
- as communicator,
- as partner, and
- as researcher.

Based on these roles, we have identified objectives and developed recommendations to achieve the following goals.

**1. To ensure sustainable development is embodied in the management systems, structures and operations of the public sector including: Cabinet, Cabinet committees, departments, agencies, boards, commissions and Crown corporations.**

**2. To promote, enhance and support implementation of sustainable development in municipal and city governments, and to promote rural municipal and urban agreements and programs on environmental protection and environmentally sustainable economic development.**

**3. To ensure cooperation in sustainable development between provincial governments and the Government of Canada and promote interprovincial agreements and programs on environmental protection and environmentally sustainable economic development.**

**4. To pursue agreements on environmental protection and environmentally sustainable economic development between the Province and bordering state governments of the United States of America.**

**5. To ensure cooperation in sustainable development between government and the private sector (business and non-government organizations).**

## AS LEADER

***"...sustainable development is not a fixed state of harmony, but rather a process of change in which the exploitation of resources, the direction of investments, the orientation of technological development, and institutional change are made consistent with the future as well as present needs. We do not pretend that the process is easy or straightforward. Painful choices have to be made. Thus, in the final analysis, sustainable development must rest on political will."*** [16]

***Manitoba's Legislative Assembly, 1990***

### BACKGROUND

Our present and emerging problems of the environment and economy require that as a society we alter our present behaviour to one which is sustainable.

However, fundamental change in the way society and its institutions do business can only occur if that change is explained, articulated and championed by those who have the authority, influence and responsibility for directing or ensuring that change occurs.

Leadership, that activity of influencing other people's behaviour individually or collectively towards the achievement of desired goals, is a fundamental role of our elected public officials. Leadership is the glue which binds the vision, beliefs and principles of society with the means of achieving those goals.

Without leadership and a commitment to a vision of sustainable development, little if any progress will occur in addressing our present economic and environmental problems.

Our elected leaders have been entrusted with managing our environment, resources and economy. In accepting that responsibility, our leaders must exercise long-term leadership in promoting and implementing sustainable development as a fundamental goal.

Provincial political leaders, members of the legislature, reeves and mayors and school trustees must take an active leadership role in pursuing and influencing the needed changes not only in society as a whole, but also within those public institutions for which they are and have ultimate responsibility.

It is through our public institutions that elected leaders implement the goals of society and affect change. We can make the transition to a sustainable society by ensuring our institutions can carry out the vision of sustainable development.

## WHAT IS NEEDED

Our public institutions have been established to meet the needs of Manitobans and are a reflection of the beliefs and values of society. Those beliefs, values and needs are changing. They are even challenging the premises upon which the public sector was established, organized and how it presently operates.

Sustainable development provides the means for a new future of environmentally responsible economic growth. An era however, that must be based on legislation, policies and programs that sustain the environment and expand the natural resource base.

The future is conditional on decisive political action and public sector leaders must make the public sector responsible and directly accountable for implementing sustainable development.

Our leaders must articulate and put into motion the necessary elements which will lead to basic changes in how our public institutions address the environment and economy. They will need to:

- commit themselves and the public sector to plans of action;
- work towards a general change in society's values and behaviour consistent with sustainable development;
- establish sustainable development as public policy; and
- ensure senior public sector managers understand and appreciate the need for a change to sustainable organizations and practices.

## OBJECTIVES

Our Round Table's objectives for the public sector, in their role as leader, are:

1. To promote an obligation on the part of the Manitoba public sector to lead, by example, the transition to a sustainable society;

2. To obtain an active commitment to sustainable development from the leadership of Manitoba; and

3. To create a climate in Manitoba that will motivate, support and lead to the adoption and implementation of sustainable development by everyone.

## RECOMMENDATIONS

To achieve these objectives, we recommend that:

***1. The Premier of Manitoba assume an overall leadership role and demonstrate a commitment by:***

*a. implementing sustainable development in the public sector and drawing upon the recommendations of this Report as the basis for provincial public sector action and implementation plans;*

*b. making sustainable development a tenet of provincial public policy;*

*c. having in place a Sustainable Development Strategy by 1992, and ensuring its implementation, review and periodic revision;*

*d. discussing and promoting sustainable development regularly at First Ministers' and Premiers' conferences, at Cabinet meetings and to Manitobans;*

*e. chairing the Manitoba Round Table on Environment and Economy and providing support for its activities;*

*f. having in place a public sector sustainable development code of ethics; and*

*g. recognizing, supporting and rewarding notable individuals, businesses and associations who contribute significantly to the attainment of sustainable development.*

***2. Provincial Ministers demonstrate their commitment by:***

*a. ensuring senior management of all government departments, agencies, commissions, and Crown corporations support and implement sustainable development;*

*b. meeting regularly to discuss and promote economy-environment integration with Manitobans; business, labour, other non-government leaders and the general public;*

*c. placing sustainable development on the agenda of meetings with their counterparts in other jurisdictions; and*

*d. explaining the concept, and sharing their information and experience.*

***3. The Premier and Ministers encourage all other government, business, labour and non-government leaders to undertake an active role in promoting and implementing sustainable development.***

***4. Mayors, reeves, chairpersons of school boards, universities, colleges and health organizations and chief executive officers of Crown corporations take an active role and demonstrate their commitment to sustainable development by:***

*a. promoting and implementing it in their organizations;*

*b. discussing and promoting economy-environment integration with Manitobans and with their counterparts within and outside Manitoba, in the course of their normal contacts;*

*c. promoting and supporting the establishment of community round tables; and*

*d. sharing their information and experience.*

## AS LEGISLATOR

***"Law is the web of interrelated social constructs. Its aspects can be mutually reinforcing or can work at cross-purposes. To protect the environment, to advance ecologically sound development...we need a concerted effort to cull the dysfunctional legal strands...that frustrate our future goals."*** [17]

### BACKGROUND

The primary role of the legislative and executive branches of the public sector is to make and amend laws and regulations which guide the behaviour of society.

For the public sector, laws and regulations are a major influence on its behaviour, as laws establish public institutions, prescribe their mandate, and establish the scope of their decision making authority.

Our present laws were formulated when we did not understand the interrelationship between the environment and economy. Today, most laws view economic factors and ecological processes as separate considerations to be addressed or not addressed in isolation and by different agencies.

The result has been:

- a set of rules which often work at cross-purposes, reinforce and even prescribe the approval and encouragement of activities and behaviours which are now found to be unsustainable;
- public institutions which operate within narrow mandates; and
- a focus on the effects or symptoms of environmental and economic problems which the laws and institutions were instituted to correct, and not on the 'causes' of those problems.

### WHAT IS NEEDED

If our public institutions are to conduct their activities in a sustainable manner, then our laws must be evaluated and amended to incorporate sustainable development and our public institutions must be similarly mandated.

Government must solve the problems of:

- law making processes that do not both promote sound economic development and protect the environment;
- environmental and natural resources standards that are ineffective or non-existent;
- legislated barriers to sustainable development;
- economic and natural resource management practices which are unsustainable;
- public institutions with mandates which limit their responsibility for their decisions respecting the environment and economy;
- inadequate public participation in decision making; and
- interjurisdictional responsibilities for various aspects of the environment and economy which are conflicting and overlapping.

## OBJECTIVES

Our Round Table's objectives for the public sector in their role as legislator are:

1. To ensure Manitoba provincial law is consistent with sustainable development.

2. To ensure public sector institutions have mandates which embody sustainable development.

3. To ensure public institutions establish consultation processes which encourage and facilitate public participation in policy making and planning for the management, protection and development of land, the environment, natural resources and economy.

4. To ensure existing and future provincial agreements dealing with the environment and economy are consistent with the principles and guidelines of sustainable development.

***The Legislature in Session.***

## RECOMMENDATIONS

To achieve these objectives, we recommend that:

***1. The Premier of Manitoba have in place an umbrella Sustainable Development Act which will anchor and provide the continuity required to guide the transition to sustainable development in the public sector. The legislation should:***

*a. entrench the Provincial Government's commitment to integrate economy-environment considerations into the mandates, planning, policy and implementation processes of the public sector;*

*b. provide enabling legislation for review and adjustment of existing acts and regulations in line with sustainable development vision, beliefs, goals, objectives, principles and guidelines;*

*c. ensure the principles and guidelines are the foundation of the management practices of the public sector;*

*d. ensure appropriate review procedures, project screening and funding criteria are developed and utilized by departments, agencies, school boards, health organizations and Crown corporations; and*

*e. provide a process for preparation, review, implementation and periodic review of sustainable development strategies.*

***2. The Premier of Manitoba require that:***

*a. all provincial acts and regulations be reviewed and where appropriate, amended to embody the principles and guidelines of sustainable development;*

*b. the mandates of all appropriate public sector institutions include responsibility for implementing sustainable development; and*

*c. all ministerial and departmental Cabinet and Treasury Board submissions indicate their compliance with the principles and guidelines of sustainable development.*

***3. The Premier of Manitoba incorporate sustainable development objectives, principles and guidelines in the terms-of-reference of all Cabinet and legislative committees whose decisions may impact on the environment and economy.***

***4. Provincial Ministers ensure that all departments, agencies, school boards, health organizations and Crown corporations:***

*a. have mandates which clearly state their responsibility and accountability for:*

- *implementing sustainable development and*
- *achieving clearly defined economy-environment goals; and*

*b. regularly report to the legislature on the achievement of their mandates.*

***5. Provincial Ministers harmonize provincial laws and processes internally and with other provinces and the Federal Government based on:***

*a. uniform, common or appropriate development, environmental and natural resources standards;*

*b. integrated environmental, development and land use reviews;*

*c. elimination or amendment of legislation which contradicts sustainable development;*

*d. establishment of jurisdictional responsibility and elimination of duplicate legislation and processes; and*

*e. highest and most restrictive requirements applicable between the jurisdictions.*

***6. Provincial Ministers ensure existing and future acts, regulations and amendments:***

*a. promote environmentally sound and sustainable economic growth;*

*b. provide the stability needed to aid long term sustainable economic and environmental planning;*

*c. establish appropriate management level responsibility and accountability for the impacts of decisions and actions;*

*d. require public sector compliance (within the constraints of the greater public interest) with the same laws, regulations, incentives and standards that apply to the private sector;*

*e. require or establish appropriate policy, project and plan evaluation mechanisms based on full cost accounting (recognizing limitations of existing analytical techniques) and sustainable development objectives;*

*f. establish meaningful consultation processes which require appropriate public involvement and influence in decision making, policy formulation, planning, and resource management. These mechanisms must be consistent with the principles and guidelines of sustainable development and:*

- *give all Manitobans an equitable opportunity to participate in and influence decisions which affect them,*
- *ensure timely and prior notification of those affected,*
- *provide timely access to relevant information, and*
- *have the flexibility to accommodate changing circumstances and information;*

*g. require or establish appropriate dispute resolution procedures;*

*h. establish appropriate liability responsibilities to compensate for unintended negative impacts of development, programs and policies including environmental damage;*

*i. include mechanisms and the authority to rectify, mitigate or compensate for the effects of unsustainable development;*

*j. establish appropriate remedies and methods of redress for those adversely impacted as a result of public sector actions;*

*k. establish fee schedules, royalty rates and rents for Crown owned resources, based on proper resource pricing which considers and where appropriate reflects the full environmental and economic value of those resources;*

*l. avoid economic instruments which act as disincentives to sustainable development or promote developments which are not sustainable;*

*m. are equitable and enforceable;*

*n. define the appropriate level of government responsibility for enforcement of trans-jurisdictional impacts within the Province; and*

o. *strengthen local government responsibility and accountability for sustainable development by:*

- *decentralizing appropriate authority and responsibility to local authorities,*
- *establishing local authorities where none exist,*
- *maximizing local decision making through legislation,*
- *providing local authorities with access to appropriate revenue sources to carry out these responsibilities, and*
- *encouraging local authorities to evaluate and ensure their programs, and budgets support sustainable development.*

***7. Provincial Ministers establish and adopt effective and efficient standards for the use and quality of land, air, water, industrial development, waste management and consumer products based on realistic goals and objectives of sustainable development. Development of standards should:***

a. *recognize the impact on local government, business and the public and ensure a level playing field;*

b. *evolve through meaningful consultation with the stakeholders and the public;*

c. *reaffirm and strengthen existing property ownership rights, where possible, and establish limits where required;*

d. *minimize and reduce pollution and waste and not exceed the threshold capacity of the environment to absorb and assimilate pollution; and*

e. *be based on clear benchmarks.*

***8. The Premier of Manitoba have new legislation prepared to fill in identified gaps and to support sustainable development. Areas for consideration are:***

a. *a comprehensive integrated "natural resources sustainable development act", which is linked directly to land and water planning;*

b. *an integrated "land and water planning, conservation, management and development act" which ensures:*

- *that land and water use policies are consistent with sustainable development and address the siting of high risk hazardous facilities and transportation routes,*
- *integrated ecosystem management of provincial land and water resources,*
- *delegation of appropriate management and planning responsibility to local government,*
- *public participation and community involvement and*
- *integrated management of the province's coastal zone; and*

c. *a comprehensive "energy planning, conservation, management and development act".*

***9. Provincial Ministers ensure existing and future agreements (conventions, accords and protocols) are based on the principles and guidelines of sustainable development and:***

a. *require appropriate evaluation, review, monitoring and reporting on economy-environment issues;*

b. *minimize and reduce pollution and waste and not exceed the threshold capacity of the environment to absorb and assimilate pollution; and*

c. *include responsibilities for providing appropriate liability and compensation of economic or environmental damage, providing equal right of access to remedial measures and preventing harm to human health and the environment.*

***10. Provincial Ministers encourage and participate in the development of agreements (conventions, accords and protocols) which deal with pressing interprovincial, national, international and global sustainable development issues. Priority areas for such agreements are:***

a. *information exchange and technology transfer;*

b. *transboundary air and water pollution;*

c. *management of shared resources;*

d. *regulation and standards for products and equipment including packaging, labelling, recycling potential, testing and design;*

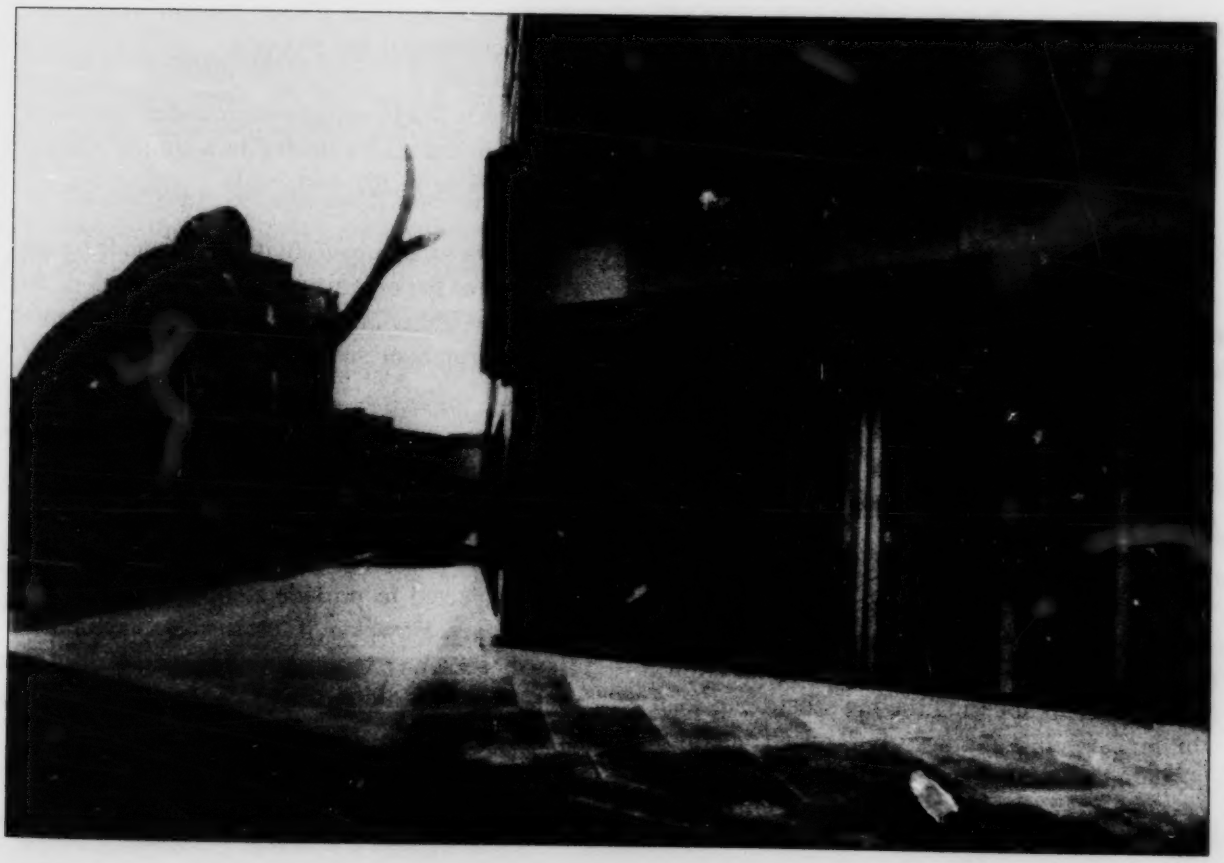
e. *transportation, handling, use and disposal of dangerous goods and hazardous waste;*

f. *regulation of new and existing chemicals, including testing and use;*

g. *environmental accident response planning;*

h. *preserving biological diversity; and*

i. *energy conservation practices, mandatory efficiency standards for products and equipment and mandatory labelling.*



## AS ORGANIZER

***" Until recently, the planet was a large world in which human activities and their effects were neatly compartmentalized within nations, within sectors (energy, agriculture, trade), and within broad areas of concern (environmental, economic, social). These compartments have begun to dissolve....These are not separate crises: an environmental crisis, a development crisis, an energy crisis. They are all one." [18]***

### BACKGROUND

The Manitoba public sector is comprised of a variety of distinct and generally independent agencies organized to perform and carry out a wide variety of public functions.

The Premier as the first Minister has the primary role of organizing and establishing the overall basic structure of the public sector.

The kind and number of organizations (Cabinet committees, departments, boards, commissions and Crown corporations) and the Minister responsible for them to the legislature are determined by the Premier under the authority of the **Executive Government Organization Act.**

Both the composition of and the relationship between various public institutions, cabinet and its various committees, and the legislature can either support or hinder the integration of economic and environmental factors in decision making.

Fundamentally, the design of any organization should be based on a structure which is best able to achieve the vision and goals of the organization.

Today, the public sector is generally organized by sector. There is a high degree of centralization and specialization. This type of structure allows for equality in applying the law, that is, to treat similar cases in a similar way. This also permits the public sector to maximize its impartiality and to address issues and provide services in a routine manner. It makes the application of law predictable, which is a prerequisite of fairness, a fundamental value of democratic government. It also provides for continuity as governments change.

However, this structure has a profound impact on decision making. It has produced and reinforces a public sector approach to the environment and economy which:

- stresses separation and isolation with closed decision making processes;

- directs that future economic and environmental decisions be treated in a similar manner as those in the past; and

- ignores the impacts of decisions made by one part of the organization on other parts of the organization, on people and on the external environment and economy.

### WHAT IS NEEDED

In a rapidly changing world, there is no ideal structure, particularly when an organization is still expected to provide stability, fairness and continuity. However, if sustainable development is to become an integral and ethical part of decision making, then the structure of the public sector must attempt to breakdown and change those barriers to achieving true integration of the environment and economy.

This could involve radical restructuring, the development of mechanisms to bridge shortfalls in the overall structure or some combination of both.

Regardless of the approach taken, the Premier will need to address:

- the independent nature of existing public institutions;
- the separation and independence of decision making processes in economic institutions from those responsible for the management of the environment and natural resources;
- the sectoral approach to addressing the needs of people;
- problems of environmental and economic impact which do not conform to areas of jurisdiction;
- institutional rigidity where environmental and economic goals are lost in the pursuit of individual institutional objectives;
- the existing organizational framework which narrows an institution's responsibility for the impacts of their decisions on present and future generations; and
- perceived and real problems of the centralization of authority, decision making and provision of services, at both the government and at the institutional level.

## OBJECTIVES

Our Round Table's objectives for the public sector in their role as organizer are:

1. To ensure the structure of the public sector is consistent with the achievement of sustainable development and:

a. promotes a sound environment and sustainable economic growth;

b. ensures integrated environment-economy decision making and planning;

c. promotes decentralization of decision making;

d. supports the institutionalization of the principles and guidelines of sustainable development;

e. promotes and facilitates efficient and effective sustainable regional economic development and sustainable communities; and

f. promotes and facilitates greater local participation and decision-making.

## RECOMMENDATIONS

To achieve these objectives, we recommend that:

***1. The Premier of Manitoba require that the overall structure of the public sector be reviewed and reorganized, as required. The structure should:***

*a. reinforce the requirement for promoting a sound environment and sustainable economic growth by all appropriate agencies;*

*b. build a provincial corporate philosophy of placing the interests of Manitoban's above the interest of an organization and requiring integrated economic-environmental decision making and planning;*

*c. integrate appropriate institutions which protect the environment and those which manage natural resources and the economy;*

*d. decentralize decision making authority;*

*e. address interjurisdictional and ecosystem issues of the economy and environment. Consideration should be given to the establishment of region wide authorities or cooperative mechanisms for such things as public sector services, integrated environmental, land use and economic development reviews, sustainable economic development, planning, conservation, and education and training.*

*This could include regional councils, development corporations, advisory councils, round tables, multi-jurisdictional hearing, review and approval boards and joint provincial and international commissions;*

*f. support and enhance environmentally sound regional sustainable economic growth by ensuring public sector services, facilities and administrative functions are provided and integrated in the regions, and build upon the natural economic and environmental advantages of the regions;*

*g. reinforce and require responsibility and accountability for sustainable development by all agencies.*

*Consideration should be given to the establishment of mechanisms and/or agencies which would ensure direct accountability and flexibility during the transition period; and*

*h. ensure committees of Cabinet include key Ministers for integrated sustainable development decision making.*

***2. The Premier of Manitoba request that local governments and school boards evaluate their structure to ensure they provide efficient and effective public service and promote environmentally sound and sustainable economic development.***

***3. The Premier of Manitoba require the structure of health organizations be evaluated to ensure they provide effective and efficient public service, and promote environmentally sound and sustainable economic growth.***

***4. The Premier of Manitoba encourage the Government of Canada to reorganize and decentralize, where appropriate and efficient, to meet the challenges and requirements of sustainable development.***

## AS MANAGER

***"The time has come to break out of past patterns. Attempts to maintain...old approaches to development and environmental protection will increase instability....a number of actions...must be taken to reduce risks to survival and to put future development on paths that are sustainable. Yet...such reorientation on a continuing basis is simply beyond the reach of present decision-making structures and institutional arrangements...."*** [19]

### BACKGROUND

As with all organizations, the Manitoba public sector does not run itself, but is directed by managers. It is the role of the manager to plan, guide and make decisions which will lead to the achievement of the ultimate purpose and goals established for the institution.

In the public sector, there are two fundamentally different types of managers: those elected by the people to govern and those hired or appointed to perform assigned operational management functions.

The executive branch of government (Executive Council comprised of the Cabinet, Cabinet committees, its support staff and Treasury Board) are responsible for establishing the philosophy and general management systems to be employed by the public sector. Constitutionally, the Government of Manitoba is also the trustee and manager of the natural and environmental resources of the Province.

As manager, the executive branch establishes the overall goals to be achieved, defines the legislated and program obligations, and allocates the fiscal and human resources available to each public institution.

It is then the responsibility of the non-elected senior managers within each institution to carry out its assigned programs and legislative obligations. This is accomplished by establishing decision making, planning, organizational, staffing and budgetary systems and processes consistent with the overall management philosophy and legislative mandate to ensure achievement of their goals.

Management is a critical role for any organization, even more so in rapidly changing times. The problems of the environment and economy require that managers at all levels review the philosophy of their organization and their own attitudes and ethics to meet today's challenges and public expectations.

Today public sector management systems do not reflect the integrated nature or the interdependence of the economy and environment. Each institution has differing management systems, few of which integrate environmental and economic factors in its decision making or with other organizations.

It is the management systems supported by the overall structure of the public sector and its legislation which provide the overall decision making framework in which choices are made in the public sector.

## WHAT IS NEEDED

Managers must ensure that the resources available to each organization are integrated, coordinated and operate within systems that will ensure that sustainable choices are made.

Government must address the problems of:

- institutional rigidity and the absence of clearly defined sustainable development missions, and goals for public institutions;

- management philosophies which are not comprehensive nor based on anticipating and preventing environmental and economic problems before they occur;

- lack meaningful reporting mechanisms;

- centralized decision making and provision of public services; and

- management systems which:

    + do not provide meaningful public partici pation in decision making,

    + lack clearly defined responsibilities and accountability for economic and environ mental factors in program design and im plementation,

    + do not provide for long term, integrated, strategic and contingency planning,

    + do not have adequate environmental and economic information systems upon which to base decisions,

    + do not require release of full and timely information,

    + do not require compliance and enforce ment of plans, and

    + have budgetary systems which promote unsustainable activities because they are based on short term planning horizons, do not account for unintended negative impacts on the environment or economy and liability implications, do not recognize the value of environmental and resource assets, are overly centralized, and do not account for the costs of environmental and economic side-effects of programs.

## OBJECTIVES

Our Round Table's objectives for the public sector in their role as manager are:

1. To instill a management philosophy, service ethic and work practice throughout the public sector which embody the beliefs, vision, principles and guidelines of sustainable development.

2. To ensure the operation of the public sector supports the implementation of sustainable development.

3. To ensure the public sector has internal mechanisms which support the implementation of sustainable development.

4. To ensure land, natural, environmental, fiscal and human resources are managed in a sustainable manner.

5. To promote and encourage a commitment by staff to sustainable development.

## RECOMMENDATIONS

To achieve these objectives, we recommend that:

***1. The Premier of Manitoba require the public sector to review and amend, as necessary, their management systems to conform with the vision, beliefs, principles and guidelines of sustainable development.***

***2. The Executive Council take an active role in guiding management's transition by:***

*a. ensuring all public institutions and senior managers have clearly defined sustainable development missions, roles, goals and objectives;*

*b. ensuring management systems are coordinated, integrated and based on:*

- *a corporate approach to decision making that places the interest of Manitobans above departmental, agency, board, commission and Crown corporation self interest,*
- *environmentally sound and sustainable economic growth,*
- *a sustainable development philosophy and ethic,*
- *responsibility and accountability for ensuring policies, and programs support sustainable development,*
- *responsible reporting of decisions, implications and impacts of policies and programs on the environment and economy,*
- *long-term planning,*
- *effective and appropriate enforcement,*
- *effective and appropriate localization of services and decision-making authority, and*
- *full and open public participation;*

*c. ensuring management of the environment and natural resources is consistent with the principles and guidelines of sustainable development and:*

- *supports environmentally sound sustainable economic growth,*
- *supports environmental and resource conservation and protection,*
- *ensures effective and efficient use of land,*
- *maintains essential environmental life-support systems and natural processes,*
- *maintains biological diversity,*
- *ensures sustained yield management,*
- *ensures consideration of replacement options and enhancement of the natural resources of the province, and*

*d. ensuring there is a capacity to carry out long range provincial strategic planning, including contingency planning in areas affecting the economy-environment.*

***3. Treasury Board ensure effective and efficient management of the Province's fiscal and human resources in support of sustainable development by:***

*a. strengthening the accountability and responsibility for fiscal decision-making and decentralizing budgetary authority by:*

- *clearly defining the obligations of Ministers, managers and external agencies for fiscal decisions, and*

- *clarifying and delegating more appropriate fiscal and human resource management decision making authority to Ministers, Deputy Ministers and external organizations to ensure efficient, effective and appropriate localization of decision making;*

b. *requiring budgets to be based on the principles and guidelines and ensure full cost accounting (recognizing limitations of existing analytical techniques) of policies, programs and projects;*

c. *reinforcing management's obligations to assess and provide information on the long term and short term fiscal and human resource implications of policies, programs and projects;*

d. *establishing and implementing an integrated and multi-sectoral long term budgetary planning and decision making process;*

e. *requiring Treasury Board submissions to indicate their observance of the principles and guidelines; and*

f. *working towards a provincial and national accounting and reporting system which includes the value, and improvement or deterioration of the Province's natural resources and environment.*

***4. Provincial Ministers ensure:***

a. *all appropriate institutions have the capacity to promote environmentally sound sustainable economic development and prevent, mitigate, compensate or rehabilitate environmental damage;*

b. *each institution is by nature cross-sectoral and interdisciplinary;*

c. *each institution has integrating mechanisms at all levels or units to facilitate and coordinate intra and inter-agency decision making and planning;*

d. *each institution is organized to provide appropriate, efficient and effective regional services, and supports regional environmentally sound and sustainable economic development by locating appropriate administrative and decision making authority in the regions; and*

e. *each institution has mechanisms to facilitate working relationships with non-government organizations in the delivery of programs and projects.*

***5. Deputy Ministers, chief executive officers of Crown corporations and senior management officers of public sector institutions manage their institutions in a manner consistent with sustainable development by:***

a. *adopting and promoting a management philosophy and service and work place code of ethics and practices consistent with the principles and guidelines;*

b. *promoting sustainable development to all staff;*

c. *reviewing and amending existing management systems to ensure compliance with the principles and guidelines; and*

d. *coordinating and cooperating with other agencies in the planning and implementation of plans, projects and activities.*

***6. Deputy Ministers, chief executive officers and senior management officers of Crown corporations, commissions, school boards, health organizations and local government should ensure that their institutions have:***

*a. decision making processes which:*

- *build a corporate approach and philosophy in decision making which places the interest of Manitobans above the agencies' self-interest,*
- *are based on and directly linked to integrated-multi-sectoral planning processes,*
- *ensure accountability for decisions which affect the environment-economy,*
- *ensure assessment of decisions to account for long term effects of decisions on the economy and environment,*
- *ensure compliance with approved plans, regulations, policies, criteria, standards, principles and guidelines designed to achieve sustainable development, including environmental protection,*
- *ensure appropriate public participation including the provision of information and mechanisms for appeal and redress,*
- *provide mechanisms for resolving conflicts and disputes concerning decisions which affect individuals, groups or other agencies,*
- *encourage and support the reconciliation of competing environment-economy perspectives in decision making,*
- *reconsider past choices in program design, relationships between programs, the needs to be met and types of program to be used to address the new and future challenges of the environment and economy, and*
- *are based on clearly defined, open and well documented procedures;*

*b. planning processes which:*

- *are integrated into the decision making process,*
- *are multi-sectoral, open, effective, efficient, comprehensive and ensure full consideration of realistic alternatives and options,*
- *anticipate and prevent economy-environment problems,*
- *ensure meaningful public participation in the formulation and implementation of policies, plans and programs,*
- *are based on clearly defined goals, objectives targets and problem identification,*
- *are based on a comprehensive approach to the economy-environment,*
- *are capable of addressing strategic and long-term problems as well as contingency and emergency issues of economy-environment,*
- *have access to or authority to create appropriate data bases,*
- *ensure appropriate assessment of the implications of proposed policies, plans and programs including risk assessment,*
- *ensure practical and effective implementation and enforcement, and*
- *are based on clearly defined, open and well documented procedures;*

*c. organizational processes and structure which:*

- *clearly define and report on delegated authorities and make staff directly responsible and accountable for:*

  + *ensuring their decisions, programs and budgets comply with the principles and guidelines, and*

  + *preventing negative environmental and economic impacts,*

- *ensure managers adopt and enforce regulations and procedures for safe operation of public facilities and the handling, use, transport and disposal of dangerous goods and hazardous waste,*

- *ensure staff receive appropriate information and training to:*

  + *implement the concept of sustainable development, and*

  + *ensure safe operational procedures and emergency preparedness,*

- *ensure staffing systems which:*

  + *support sustainable development,*

  + *encourage, and facilitate the use of partnerships, and*

  + *have training, equipment and capital support sufficient to provide efficient and effective services, and*

- *ensure that agency services, facilities and administrative and decision making authority support balanced regional environmentally sound sustainable economic growth;*

d. *budgetary systems and controls which:*

- *ensure agency budgets support sustainable development,*

- *are based on full cost accounting (recognizing the limitations of existing analytical techniques), including costs for mitigation and compensation resulting from adverse impacts of policies, plans program and developments,*

- *support development of a provincial accounting system to account for the value, and improvement or deterioration of the province's natural resource and environment,*

- *support long term planning and budgeting,*

- *support development and maintenance of appropriate data bases to be used in planning, budgeting and decision making,*

- *ensure annual reporting on progress made in implementing and achieving the institution's sustainable development goals and objectives,*

- *ensure development of appropriate criteria, and procedures to guide implementation and assessment of agency decision, programs, policies and plans,*

- *ensure existing long term expenditures are reviewed and reoriented, to ensure they are sustainable, support environmentally sound sustainable economic growth and lead to the maintenance and enhancement of the Province's environmental and resources assets,*

- *permit senior managers to meet their obligation to report and explain their effectiveness and efficiency, and*

- *ensure regular reporting on and evaluation of the effectiveness and efficiency of funding to external agencies in respect of sustainable development.*

## AS ADMINISTRATOR

***" Administrative organizations have been especially effective in dealing with narrowly defined problems. By and large, conventional administration seems to work so long as there is no need to worry about side-effects. The difficulty, however, is that the environment has emerged as a major problem precisely as an accumulation and interaction of side-effects."*** [20]

### BACKGROUND

While administration is generally considered a management responsibility, the role administrators play in the public sector is more broad and invasive than that which is traditionally thought of as belonging in the arena of management.

As administrators, the public sector is not only responsible for the day-to-day decision making functions concerning the operations of the organization, program delivery and service (as managers), they are also accorded extensive responsibilities and discretionary decision making authority in the area of law (as legislator).

These two administrative responsibilities form the principal functions of the administrator in the public sector.

There is a vast area of legislation, which is commonly referred to as administrative law where authority to make rules, regulations, and procedures and to apply them is granted to the non-elected and non-judiciary public sector.

In carrying out their powers, public sector administrators create new laws for it to administer resulting in very significant decision making authority. While major regulations require Cabinet approval in the form of Orders-in-Council, administrators, as a rule, draft them for the Minister.

In some cases, authority to make regulations may rest with the Minister, an agency head or even a designated officer of an organization without the requirement to refer the regulation to Cabinet.

The role the public sector plays in the daily administrative operations of public institutions, its role in establishing administrative decision making criteria and procedures, in program delivery and service provision and its responsibility and decision making authority in the creation of rules and regulations and their application have a direct and immediate impact on the environment and economy.

The decisions and the choices that administrators make are governed by the rules and criteria they generally establish or recommend and the constraints and scope of the discretionary powers granted to them.

Today, the vast majority of decisions made by the public sector are administrative and they far outweigh the number of decisions made by the legislative and executive components of the public sector. While, many administrative decisions have only a minor impact on the environment or economy, the cumulative impact of thousands of individual decisions have significant and long term impacts on our environment and economy.

Currently, the procedures, policies, rules and criteria which govern administrative decisions are not founded on the interdependence of the environment and economy.

## WHAT IS NEEDED

Administrators and administrative organizations must ensure that the rules, procedures and criteria that form the basis of their decision making processes are integrated, coordinated and account for the interdependent nature of the environment and economy.

Governments must therefore address:

- the failure to make administrative bodies responsible for ensuring their rules and procedures account for, prevent and mitigate negative impacts to the environment and economy;

- the side-effects of administrative decisions and costs imposed on others due to the lack of integrated administrative decision making in organizations and between organizations;

- the general lack of public participation in the establishment of criteria, rules and procedures for decision making;

- excessive discretionary decision making authority which acts against public participation and involvement in decisions which impact on the public;

- the lack of consideration and accounting for liabilities for damage from unintended consequences of decisions;

- the lack of integration between administrative procedure and enforcement requirements;

- administrative procedures which conflict with the intent of approved plans, goals and programs;

- fragmentation of potentially complementary programs resulting from conflicting and duplication of procedures;

- the lack of linkages and coordinated approaches between planning processes and administration; and

- lack of dispute resolution mechanisms.

## OBJECTIVES

Our Round Table's objectives for the public sector in the role as administrator are:

1. To ensure consistency and compliance with the principles and guidelines of sustainable development for those public sector administrative policies and procedures which:

a. assist in the implementation of development, environmental, resource and related legislation and regulations;

b. allocate natural or financial resources, either directly or through partnership arrangements;

c. process, review and approve developments and projects; and

d. assist in program implementation.

2. To ensure administrative policies and procedures are minimized, coordinated and integrated for efficient and effective public administration of sustainable development.

## RECOMMENDATIONS

To achieve these objectives, we recommend that:

***1. Provincial Ministers review and amend, as required, administrative procedures, directives and policies related to legislation, programs, budgets and allocation of resources to embody and ensure compliance with the principles and guidelines of sustainable development. Administrative procedures, policies and directives should:***

*a. be reviewed to identify possibilities for administrative reform which lead to more simple, effective, efficient and easy to follow review and approval procedures;*

*b. support enforcement responsibilities and requirements;*

*c. include methods for dispute resolution;*

*d. ensure appeal mechanisms, and remedies are available to those adversely affected;*

*e. ensure senior managers and staff are directly responsible and accountable for the impacts of their decisions;*

*f. be flexible to meet rapidly changing circumstances of the environment and economy;*

*g. be coordinated and integrated internally within an agency and externally with other relevant agencies;*

*h. ensure effective participation by Manitobans directly affected by administrative decisions; and*

*i. ensure administrative decisions conform to, support and enforce approved sustainable development strategies and land, resource and development plans.*

***2. Provincial Ministers establish administrative planning processes to ensure that the public sector anticipates and prevents or mitigates adverse environmental and economic impacts in all activities.***

***3. Provincial Ministers evaluate provincial liability and responsibility for damages, environmental and economic, as part of the administrative decision making process. Specifically, Ministers should address:***

*a. limits of Crown exemption for liability;*

*b. implications for and implementation through the budgeting process; and*

*c. processes for dispute resolution.*

## AS PROMOTER - DEVELOPER

***"Governments must begin now to make...economic, and sectoral agencies directly responsible and accountable for ensuring their policies, programmes, and budgets support development that is economically and ecologically sustainable."*** [21]

***"Governments should examine whether existing economic policies, instruments or subsidies provided to various industry-based programmes and projects contribute effectively to the promotion of environmentally sound and resource-efficient practices."***[22]

### BACKGROUND

The Manitoba public sector has a major role in promoting economic growth and in the development of the natural resources of the province.

Crown corporations have been established to provide needed goods and services to the public. These commercial and quasi-commercial companies represent direct public policy decisions in the economic life of the Province.

Departments of government administer programs to assist in economic development by providing loans and guarantees and allocating natural resources (timber, mineral rights, fish, water, Crown land and wildlife).

Departments and various levels of government run complementary programs which support and serve to attract development to the Province. These include the establishment of industrial parks, and provision of basic infrastructure (roads, drainage systems, sewer and water and sewage treatment facilities).

All of these public policy decisions have direct impact on our environment and economy. If the vision of environmentally sound and sustainable economic growth is to become the norm then the public sector must lead by example. It must not only assist in promoting appropriate development but must conduct its activities in a sustainable manner.

### WHAT IS NEEDED

If our public institutions are to become responsible developers and promoters of development then Government must address the problems of:

- inequitable access to resources;
- distribution of environmental and economic costs and benefits of development activity;
- economic instruments which do not promote environmentally sound sustainable economic developments;
- the imbalance between rural and urban economic development;
- inefficient resource use, pollution and waste generation;
- unaccounted for environmental and economic costs associated with developments;
- inadequate business capability to achieve sustainable developments;
- narrow, inefficient and lengthy development planning and review processes; and
- environmental accidents resulting from development activities.

## OBJECTIVES

Our Round Table's objectives for the public sector in the role as promoter - developer are:

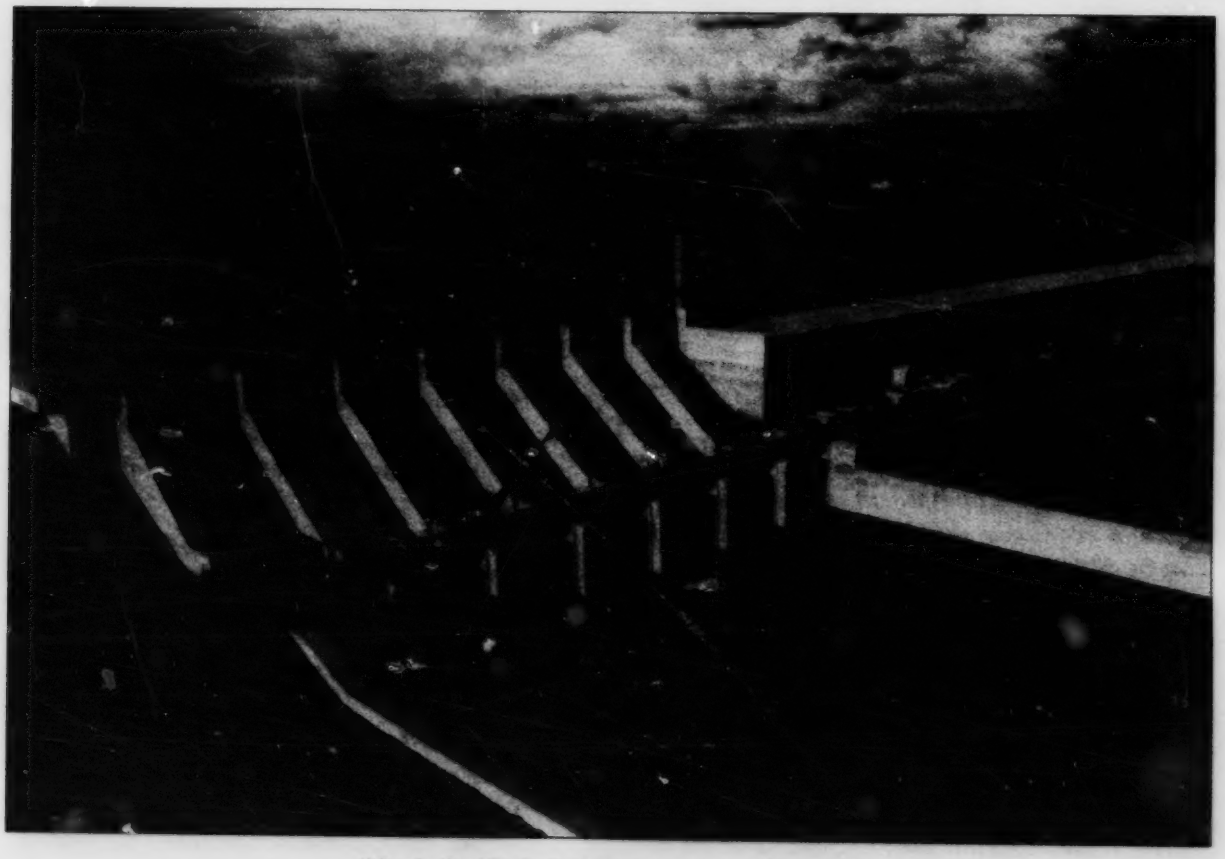
1. To create a business climate which will lead to the achievement of balanced environmentally sound and sustainable economic growth throughout Manitoba.

2. To ensure public sector developments are consistent with the principles and guidelines of sustainable development.

3. To ensure all economic development instruments (loans, grants etc.) and programs support sustainable development.

4. To promote the establishment of new environmental businesses and the use of the public sector's purchasing power in the establishment and support for sustainable businesses.

5. To promote a code of development practice consistent with sustainable development.



***Manitoba Hydro's Limestone Development***

## RECOMMENDATIONS

To achieve these objectives, we recommend that:

***1 Provincial Ministers support programs and research which promote the development of new businesses compatible with sustainable development and increase competitiveness through efficient use of resources, market development and use of appropriate technology.***

***2. Provincial Ministers support and encourage cooperative efforts among businesses and, in particular, small businesses undertaking research and development which is compatible with sustainable development.***

***3. Provincial Ministers pursue sustainable economic development agreements and ensure that all agreements incorporate the principles and guidelines.***

***4. Provincial Ministers coordinate their procurement policies and practices to ensure sustainable economic development opportunities can be identified and promoted.***

***5. The Premier of Manitoba establish a "Greater Manitoba Development Policy" to ensure balanced environmentally sound and sustainable economic growth. This will require:***

*a. reviewing and re-structuring the delivery of public sector administrative and management services, facilities and programs to meet the need for balanced and mutually supportive regional economic development;*

*b. establishing an integrated corporate approach to the delivery of public sector services, information and facilities in rural, northern and urban areas needed to attract development and investment;*

*c. reviewing economic and fiscal policies, budgets and programs with the view to balancing regional economic development;*

*d. reviewing existing policies to determine whether they are unfairly or unintentionally concentrating development in a few centres to the detriment of others;*

*e. shifting to policies which encourage growth of secondary centres based on their natural economic and environmental advantages especially in resource processing and marketing;*

*f. strengthening the capacity of local government to stimulate local economic and environmentally sound development opportunities;*

*g. establishing, coordinating and promoting programs, mechanisms and development tools (eg. infrastructure funds and land use planning) which increase the capacity of local government, business and community groups to promote and attract economic and environmentally sound development;*

*h. establishing, promoting and coordinating education and training programs which assist business in capturing opportunities and making the transition to sustainable development;*

*i. establishing training programs, technical support groups and information bases to assist local government and community organizations in promoting and attracting development; and*

j. *promoting flexible small and intermediate business which can capture the opportunities of the transition to a sustainable economy.*

**6. *The Premier of Manitoba require that:***

a. *all Cabinet and Government development documents include a section which evaluates the proposal, policy and project against the principles and guidelines of sustainable development;*

b. *Ministers incorporate the principles and guidelines in all development policies, legislation and programs;*

c. *Ministers be responsible and accountable for the environmental and economic consequences of their development policies, legislation and programs; and*

d. *Ministers ensure all development proposals and reports on policy and programs received from the public sector include a section which evaluates the initiative against the principles and guidelines of sustainable development.*

**7. *Provincial Ministers with development responsibilities review, amend and redesign their programs, economic instruments and procedures to ensure:***

a. *consistency with the principles and guidelines, which for example:*

- *promote product redesign and technological innovation which lead to safer products, more efficient processes and recycling, and*

- *promote practices that conserve and enhance the resource base;*

b. *compliance with environmental and development standards;*

c. *elimination or mitigation of structural barriers to regional development;*

d. *efficient, effective, simple and easy to follow development review and approval procedures;*

e. *establishment of early development planning processes which ensure an integrated approach to the identification of issues and solutions that address potential adverse environmental, resource and economic impacts of development;*

f. *resource and economic development policy making and planning is open and responsive to public input;*

g. *processes for screening, reviewing and evaluating developments are established which include environmental, health, social and economic criteria;*

h. *developments are reviewed within a provincial, regional and local context, and are consistent with local land use and development plans;*

i. *contingency plans are prepared, as a requirement of development approval, for projects which are potentially environmentally hazardous or damaging.*
*Such plans should ensure a coordinated approach to: emergency response planning and environmental clean-up; deal with transboundary effects; address worst-case scenarios; and be publicly reviewed;*

j. *public sector developments and activities comply (within the constraints of the greater public interest) with the same laws, regulations, and standards that apply to the private sector;*

k. *all environmental costs of development projects, activities and programs are internalized and based on full cost accounting (recognizing the limitations of existing analytical techniques);*

*l. criteria are developed to ensure access and opportunities to develop natural resources is fair and equitable; and*

*m. developments are promoted which protect and enhance the environment, human health and natural resources.*

***8. Provincial Ministers responsible for Crown corporations and external agencies require that the boards of directors be held responsible and accountable for implementing sustainable development and that they:***

*a. adopt and implement the principles and guidelines;*

*b. operate responsibly in jurisdictions outside Manitoba, taking all reasonable precautions so that their operations are consistent with sustainable development;*

*c. establish management systems which ensure all policies, projects and economic instruments support sustainable development;*

*d. consider the use of internal sustainable development audits; and*

*e. consider the establishment of a high - level authority (office, position) with the responsibility for coordinating implementation.*

***9. Provincial Ministers require departments, agencies and Crown corporations to establish and implement a development code of ethics and practices consistent with the principles and guidelines.***

***10. Provincial Ministers support establishment of an agency-organization-network which can assist business in the evaluation of sustainability and environmental impacts of development projects.***

## AS ENFORCEMENT AGENT

*" Well-enforced laws and strict liability legislation can control harmful side effects."* [23]

*"The enforcement of common interest often suffers because areas of political jurisdictions and areas of impact do not coincide."* [24]

### BACKGROUND

There is a large body of legislation, regulations and associated administrative rules which govern our behaviour as it relates to the environment and economy. While the primary role of the legislative and executive components of the public sector supplemented by a cadre of administrators is to make laws, it is the enforcement component of the public sector who ensure that the intended behaviourial changes are brought into reality.

From the easily recognized police officer on the beat, municipal building inspectors, conservation and environment officers, health and safety inspectors to our court appointed judges, the public sector is the agent for ensuring compliance with the laws of the Province.

If sustainable development is to become a reality, our laws must not only be fair, predicable and based on clear environmental and economic goals, but there must be reasonable certainty of compliance.

Government must ensure that those laws which are intended to change behaviour to sustainable development are enforced in a timely, reasonable, professional and predictable fashion based on appropriate information and monitoring to guarantee a level playing field for business.

## WHAT IS NEEDED

Government and its public institutions must address the problems and issues of:

- the ability of the public sector to enforce those laws which promote sustainable behaviour;
- assigning responsibility for the enforcement of the various regulations which impact upon the environment and economy including transboundary impacts;
- potential conflicting roles and responsibilities of enforcement officers;
- inefficient and often overlapping enforcement responsibilities between agencies;
- delays in inspections, which create problems in scheduling developments; and
- dispute resolution and appeal of enforcement actions.

## OBJECTIVES

Our Round Table's objectives for the public sector in the role as enforcement agent are:

1. To ensure public sector enforcement procedures, processes, policies and programs are coordinated and consistent with the principles and guidelines of sustainable development.

2. To ensure the public sector coordinates its enforcement responsibilities in an efficient and effective manner between jurisdictions.

3. To ensure adequate public sector resources and expertise are committed to the enforcement of environmental and natural resource laws, regulations and programs.

## RECOMMENDATIONS

To achieve these objectives, we recommend that:

***1. Provincial Ministers work towards harmonization of the enforcement of environmental and resource laws, processes, and regulations having interjurisdictional implications to:***

*a. establish clear responsibilities for each jurisdiction;*

*b. eliminate duplication of effort;*

*c. establish consistent enforcement policies and processes within the context of available technical and scientific information; and*

*d. establish mechanisms for resolving disagreements about enforcement between jurisdictions.*

***2. Provincial Ministers evaluate their existing legislative responsibilities and ensure:***

*a. regulations and standards are based on clear environmental and economic goals; and*

*b. environmental regulations, standards and land use and development plans are observed.*

***3. Provincial Ministers review and amend, as required, their enforcement procedures, standards, policies and programs to ensure they are consistent with the principles and guidelines of sustainable development. Enforcement should be based on:***

*a. fair and equitable enforcement of regulations and rules, consistent with established treaty and constitutional rights;*

*b. the right of business and individuals to know and have access to information concerning conditions of development, including identification of the agency responsible for regulating each condition;*

*c. the right to timely remedies and redress in respect of enforcement actions, eg. appeal processes;*

*d. the most appropriate technical and scientific information;*

*e. appropriate, efficient and effective monitoring of developments;*

*f. consistent enforcement across the Province; and*

*g. appropriate enforcement of liability responsibilities.*

***4. Provincial Ministers evaluate their legislation and:***

*a. report on the strengths and weaknesses in their enforcement capabilities; and*

*b. develop enforcement enhancement plans to address those weaknesses, including options for the financing of required enforcement staffing.*

***5. Provincial Ministers:***

*a. strengthen, as required, their environmental and resource management enforcement capabilities to ensure existing laws and regulations can be enforced; and*

*b. encourage and support local government responsibility for enforcement, where appropriate.*

***6. Provincial Ministers evaluate which environmental, health and industrial resource development and management enforcement activities should be located in one agency.***

***7. Provincial Ministers ensure the roles and responsibilities of enforcement agents are clearly defined and conflicting responsibilities are eliminated. The responsibilities of enforcement agents should include:***

*a. documenting performance;*

*b. indicating remedial actions or measures when appropriate;*

*c. indicating time schedules for completion of remedial actions; and*

*d. ensuring prompt inspections.*

## AS CONSUMER

***"Industry and its products have an impact on the natural resource base of civilization through the entire cycle of raw materials exploration and extraction, transformation into products, energy consumption, waste generation, and the use and disposal of products by consumers."*** [25]

### BACKGROUND

Like every other organization, the public sector must purchase goods and services to support its daily operations and carry out its assigned programs.

As a consumer, the public sector purchases, uses, maintains, operates and disposes of vast quantities of products, services and facilities. In 1983, (the last year in which data are available) the Manitoba public sector spent a total of $1.8 billion on purchasing[26]. This amounted to $831 million on goods and $996 million on services.

The ongoing yearly expenditure on goods and services makes the public sector one of, if not the largest, single consumer in the Province.

It is in the role of consumer that all organizations and employees actively demonstrate their understanding, appreciation and ethics concerning the environment and economy on a daily basis.

What the public sector purchases, its work practices and procedures from secretary, machine operator, equipment procurement officer, to manager will either support or hinder the attainment of a sustainable society.

Although progress is being made, much work needs to occur in changing behaviour presently exhibited in purchasing practices, operation of office buildings, and field and offices procedures. Life cycle costs, resource efficiency and environmental considerations must be on the forefront of the decision making process when the public sector makes its choices as a consumer.

The public sector must lead by example. It must utilize its purchasing power to influence the market place, provide opportunities for new businesses, and support changes in resource extraction, processing, manufacturing, packaging and distribution of products to ensure they are environmentally sound and economically sustainable.

### WHAT IS NEEDED

If our public institutions and employees are to live and work in a sustainable manner and support our vision, then the Government must address the issues of:

- procurement practices and procedures which do not consider life cycle costs, environmental and economic factors;
- daily field and office practices which are not sound and sustainable;
- existing biases in legislation and practices which work against sustainable development; and
- lost opportunities to create or support environmentally responsible businesses in Manitoba through the purchasing power of the public sector.

## OBJECTIVES

Our Round Table's objectives for the public sector in their role as consumer are:

1. To ensure the Public Sector:

a. purchases products, facilities and services which are environmentally sound and economically sustainable;

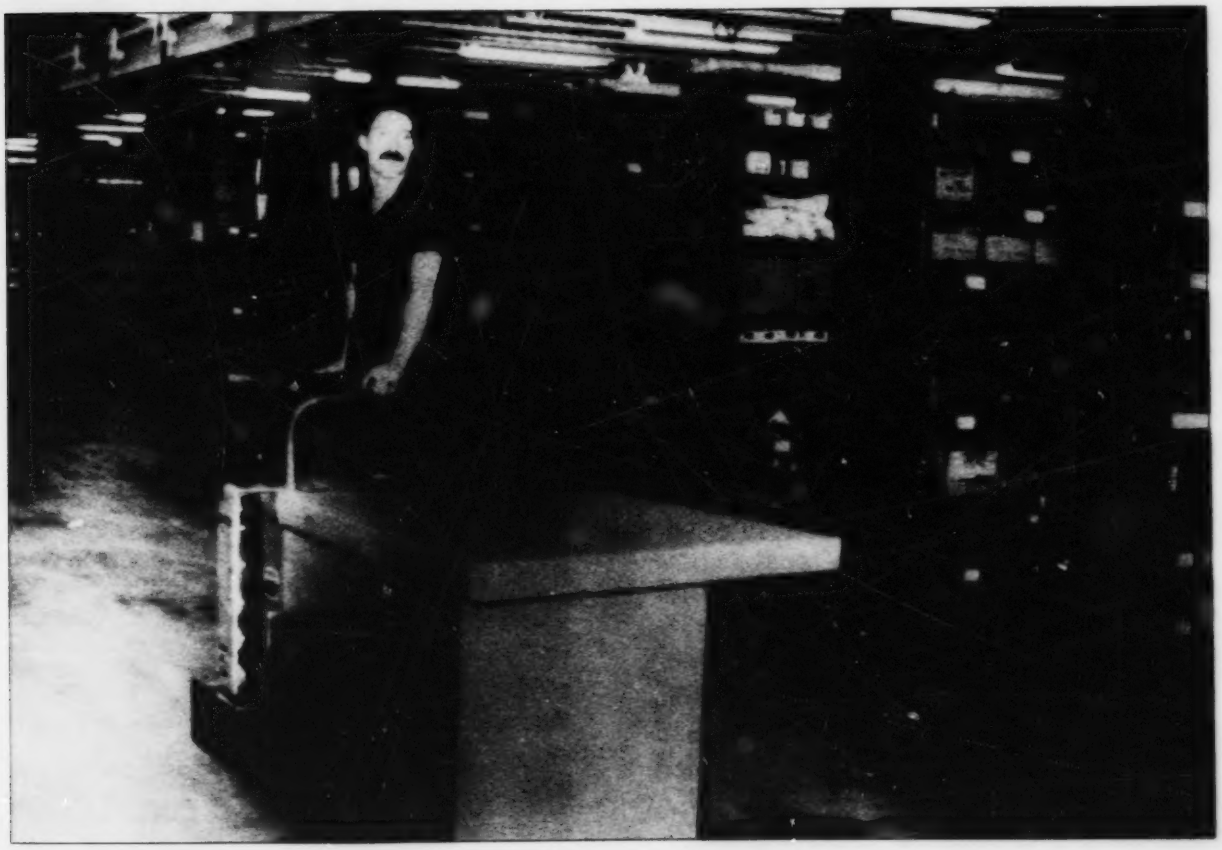
b. manages its waste in an efficient, environmentally sound and economically sustainable manner;

c. uses, maintains, and operates its facilities and equipment in a safe, efficient and environmentally sound manner; and

d. establishes office and field procedures which promote efficient and sustainable work practices.

2. To promote a sustainable development work ethic and code of work practice in the public sector.

3. To document and promote the dissemination of information and data concerning environmentally sound and economically sustainable products, equipment and businesses.



## RECOMMENDATIONS

To achieve these objectives, we recommend that:

***1. The Premier of Manitoba implement a procurement policy and program requiring all departments and agencies under its direct jurisdiction to purchase or lease products, services, and facilities which are environmentally sound and economically sustainable.***

***2. The Premier of Manitoba promote and encourage development of compatible procurement policies by all levels of government and public agencies.***

***3. Provincial Ministers review and amend as required, legislation, administrative procedures and policies to eliminate barriers in the purchase, use and disposal of products, equipment, services and facilities which are more environmentally sound and economically sustainable.***

***4. Provincial Ministers require their departments and agencies to:***

*a. evaluate and consider the real life-cycle costs of products, services and facilities, even when they are not fully reflected in market price;*

*b. choose products, services and facilities which have the least life cycle costs, recognizing that choice must reflect a balance between cost and quality;*

*c. ensure regular maintenance and appropriate replacement and upgrading of equipment and facilities to maximize conservation of resources and reduce life cycle costs;*

*d. maximize efficiency and effectiveness in the use of resources and minimize pollution and waste in their operations (office, plant and field);*

*e. identify, purchase and use technologies which are environmentally sound and economically sustainable;*

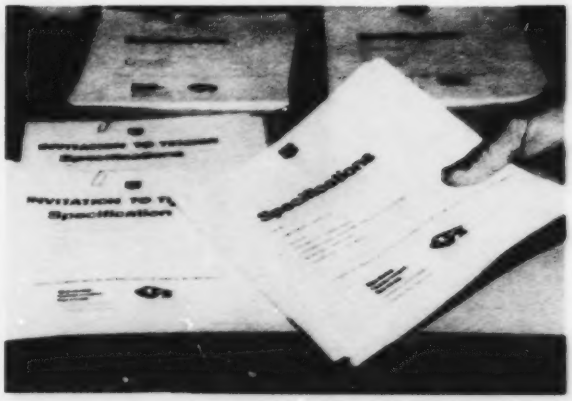
*f. review their methods of operation in the use and disposal of all products to ensure they are environmentally sound;*

*g. reduce, reuse, recycle and reclaim, where applicable, all products, equipment, and facilities in an environmentally sound and economically sustainable manner; and*

*h. establish mechanisms to collect, promote and disseminate information and data within and outside the public sector respecting the purchase, management, use and disposal of environmentally sound products, facilities, services and businesses.*

***5. Provincial Ministers require all contracts give consideration to those firms which, along with normal price and quality considerations, can show their operations are more environmentally sound and comply with appropriate laws.***

***6. Provincial Ministers establish codes of practice and promote an employee work ethic consistent with the principles and guidelines.***



## AS EDUCATOR

***"The challenges that face educational systems throughout Canada are many and varied, but they must be met if the concerns and aspirations of Canadians - young and old - are to be realized. Individual Canadians, and in particular Canadian youth, must be empowered through knowledge, with the belief that they can make a contribution to sustainable development and their world, through their individual actions."*** [27]

### BACKGROUND

Sustainable development is challenging our understanding of the relationship between the economy and the environment. If sustainable development is to be achieved in the short and long term then we must equip people with the knowledge and training to put it into practice.

The public sector has responsibilities which go beyond the formal education system. As educator, the public sector must maintain, support and run our schools, colleges and universities. As an employer, the public sector is responsible for ensuring its workforce has the skills and knowledge base necessary to perform the tasks they have been elected or hired to carry out. The public sector is also responsible for providing education assistance to the various sectors in society.

Presently, our education system has tended to separate the study and teaching of our world and human activity into specialized and narrowly focused disciplines. This approach developed within an industrial age characterized by assembly line production, where each task is compartmentalized and isolated from the system as a whole. Society, including the education system, has reviewed the environment and what we do in it as separate.

## WHAT IS NEEDED

Our view of the world and our place in it, has changed. We are facing major economic, social, environmental and technological challenges which require different skills and understandings. The public sector must, as educator, direct and support the change to sustainable development.

Government must address the problems of:

- integrating sustainable development into the curriculum of the education system;
- ensuring that elected officials and public sector employees understand the concept and have the necessary skills and training to put it into action now; and
- ensuring sustainable development is built into the knowledge base of business, non-government organizations and the general public.

## OBJECTIVES

Our Round Table's objectives for the public sector in their role as educator are:

1. To establish Manitoba as a centre of excellence in education for sustainable development.

2. To ensure Manitobans can implement sustainable development.

3. To ensure public sector employees obtain education and training in sustainable development.

4. To ensure educational programs are consistent with sustainable development.

5. To share sustainable development management practices locally and internationally.

## RECOMMENDATIONS

To achieve these objectives, we recommend that:

***1. The Premier of Manitoba encourage the provincial education system (kindergarten to grade 12, universities, colleges and continuing education) to provide, as part of the core curriculum, the skills, knowledge and attitudes needed to further the implementation of sustainable development.***

*The education system as part of curriculum and program review and development should focus on:*

*a. the vision, principles and guidelines of sustainable development;*

*b. recognizing the interdependence of the economy and environment including human health;*

*c. adopting multi-disciplinary approaches to problem solving and increasing the emphasis on economics, science and technology, and their interrelationships with the environment;*

*d. changing the attitude of narrow "self-interest" into an enlightened self-interest which reflects the societal and global concerns of economy and environment, including human health;*

*e. sharing ideas on practical activities which enable individuals to contribute to sustainable development;*

*f. nurturing sustainable development values; and*

*g. establishing Manitoba as an academic and technological centre of excellence for sustainable development.*

***2. Provincial Ministers encourage business, labour, educational institutions, associations and non-government organizations and form partnerships to develop and upgrade managerial, technical and work skills training in sustainable development by:***

*a. providing the opportunity for development of joint ventures to train employees in sustainable development practices;*

*b. encouraging the development of training projects and products tailored to specific applications in various industries;*

*c. supporting initiatives by business to add sustainable development considerations to projects;*

*d. encouraging the adoption of sustainable development approaches in management and corporate development as an ongoing and continuous effort;*

*e. identifying areas where the principles and guidelines can be applied effectively and efficiently in the normal efforts of the associations and organizations; and*

*f. developing and distributing course material.*

***3. Provincial Ministers develop and recognize opportunities for cooperative ventures among educational institutions, with non-government, business and labour organizations in the development and delivery of education programs in both the public and private sectors.***

***4. The Premier of Manitoba ensure public sector employees have opportunities and options to obtain managerial, technical and work skills training and education needed to implement sustainable development.***

*Public sector education should:*

*a. provide a general understanding of sustainable development at all levels in the public sector, including elected officials;*

*b. apply the principles and guidelines of sustainable development in decision making, program, policy and project development and implementation and general operations of the public sector;*

*c. develop and teach the skills and tools required by staff to ensure integrated economy-environment decision making;*

*d. upgrade environmental knowledge and expertise of enforcement agents responsible for ensuring environmental and resource regulations, standards, criteria and conditions of development are followed;*

*e. provide technical assistance and skills required to permit local authorities to tackle sustainable development issues and problems and develop options to address these needs (eg. extension programs, training courses, on-the-job-training, models and strategies); and*

*f. ensure staff training in emergency preparedness and response and in the safe handling, use and disposal of hazardous products.*

***5. Provincial Ministers encourage cooperative education efforts with other governments in the application of sustainable development.***

## AS COMMUNICATOR

***"...the transition to sustainable development will require a range of public policy choices that are inherently complex and politically difficult. Reversing unsustainable development policies...will require immense efforts to inform the public and secure its support."*** [28]

***"...achieving sustainable development will depend on widespread support and involvement of an informed public and of non-governmental organizations, the scientific community and industry."*** [29]

### BACKGROUND

The public sector has a major role, as communicator. It must inform the public about changes in the law, new programs and policies, and provide general information about emerging issues, and new directions. In specific situations, information must be provided about immediate problems, such as environmental accidents and forest fires, where public care and caution is required.

An informed public and mechanisms to allow their meaningful participation in the development of policies and plans is crucial to the success of sustainable development.

What the public sector communicates and how it involves the public in decision making will impact upon the success of its implementation.

### WHAT IS NEEDED

In support of the need for Manitobans and workers to obtain the skills to carry out sustainable development, public sector communications must underline the importance of sustainable development to the various sectors in society so that they can start to make the necessary changes.

Government must address the problems of:

- the lack of awareness and information on what sustainable development is and what it means to the general public, business and the public sector;
- different and often conflicting messages it sends on the importance of changing the way we view our economy and environment;
- the need to increase public participation in policy and program development and implementation;
- the need to ensure the public receives prompt and accurate information in cases of accidents and situations which could affect their health and safety; and
- the need for the public sector to report on and document its progress towards becoming sustainable.

## OBJECTIVES

Our Round Table's objectives for the public sector in their role as communicator are:

1. To establish Manitoba as a centre of excellence for sustainable development.

2. To assist Manitobans in understanding the concept and importance of sustainable development.

3. To ensure public sector employees are able to obtain information on sustainable development.

4. To ensure information programs are coordinated, integrated and consistent with sustainable development.

## RECOMMENDATIONS

To achieve these objectives, we recommend that:

***1. Provincial Ministers encourage awareness of sustainable development by:***

*a. fostering and promoting a common understanding and appreciation of sustainable development by all Manitobans and public sector employees;*

*b. ensuring a coordinated and integrated approach to the development and delivery of information programs;*

*c. ensuring the active participation of the private sector (business, labour, community groups, non-government organizations etc.) in promoting sustainable development;*

*d. investigating opportunities for cooperative ventures with local government, and non-government, business and labour organizations in the development and delivery of information programs;*

*e. encouraging the development of projects that assist in furthering the concept in various industries; and*

*f. developing and distributing information materials.*

***2. Provincial Ministers encourage cooperative efforts with other government in awareness building and application of sustainable development.***

***3. Provincial Ministers establish information mechanisms and programs to encourage and facilitate public participation in decision making, policy development and project planning, assessment and implementation. These information mechanisms and programs should be based on:***

*a. fairness: giving all Manitobans an equitable opportunity to participate in decisions which affect them;*

*b. openness and mutual respect: by adopting a positive attitude towards public participation and providing timely access to information;*

*c. sensitivity to cultural and minority differences and their ability to participate;*

*d. flexibility: by accommodating changing circumstances and information; and*

*e. commitment to public participation and a willingness to reflect their comments in decisions based on public dialogue.*

***4. Provincial Ministers establish mechanisms for providing information about environmental accidents including:***

*a. the location and essential characteristics of hazardous operations; and*

*b. prompt alert, timely and complete information in case of accidents.*

***5. The Premier of Manitoba continue to report regularly to the Legislature and Manitobans on the state of the environment and economy.***

***6. Provincial Ministers require departments, agencies, institutions, local government and Crown corporations to report on their implementation of sustainable development in their annual report.***

# AS PARTNER

***"No country [province] can develop in isolation from others. Hence the pursuit of sustainable development requires a new orientation in...relations. Long-term sustainable growth will require far-reaching changes....But it is fundamental that the transition to sustainable development be managed jointly...."*** [30]

## BACKGROUND

The essence of democracy and responsible government is a partnership between the electorate and those elected to governor.

Manitoba's environment and the economy are not isolated but are part of a national and global environment and economy. Government, as trustee of the economy, natural resources and the environment, must act in concert with its citizens, other governments, the business sector, labour and non-government organizations.

Sustainable development cannot and will not be achieved by the public sector working alone.

The public sector must recognize their fundamental responsibility as a partner in the environment and economy with those whom they serve.

## WHAT IS NEEDED

The challenges facing us all can only be addressed by a greater use of partnership arrangements between the public sector and all stakeholders.

Government will therefore need to address:

- transboundary environmental and economic problems in ways which involve all interested stakeholders; and

- increasing public and community participation in the management of the environment and economy.

## OBJECTIVES

Our Round Table's objectives for the public sector in their role as partner are:

1. To promote and encourage the use and establishment of partnerships in and among the Manitoba public sector and various groups, organizations and governments to support and promote sustainable development and to address specific economy-environment issues.

2. To develop partnerships as a mechanism for increasing public and stakeholder participation in decision making; policy formulation; program, project and plan development and implementation.

## RECOMMENDATIONS

To achieve these objectives, we recommend that:

***1. The Premier of Manitoba increase the use of multi-partite processes and partnerships to ensure an integrated approach to implementing sustainable development, enhancing local decision making and ensuring effective public and stakeholder participation.***

***2. Provincial Ministers ensure partnerships established to manage natural resources, design, deliver or implement public programs, monitor projects or develop economy-environment provincial policy positions:***

*a. define the roles, rules, responsibilities, obligations and rights of the partners;*

*b. establish and define the process of operation, reporting and accountability, and dispute resolution;*

*c. incorporate the principles and guidelines of sustainable development;*

*d. include all principal stakeholders; and*

*e. acknowledge a responsibility to those not directly a part of the partnership.*

***3. Provincial Ministers pursue and establish partnerships with the federal and other provincial governments to address interjurisdictional issues of economy-environment integration. Priority areas for the establishment of partnerships include:***

*a. development, implementation, and enforcement of economic-environment standards, criteria, regulations and procedures;*

*b. harmonization of legislation (while maintaining the highest standards) and coordination of policy, project and plan review and approval processes;*

*c. development and implementation of dispute resolution mechanisms;*

*d. management, protection and development of shared natural resources, particularly air, water, wildlife, waterfowl and fisheries;*

*e. monitoring, reporting and control of pollution, transportation of dangerous goods and potential impacts of new technologies;*

*f. development and implementation of contingency and emergency response plans to deal with major industrial accidents, international instability which may affect availability of strategic resources and global environmental issues such as climate change;*

*g. development of a sustainable development code of ethics as it relates to the management of the environment and economy among governments in Canada;*

*h. development and maintenance of common data and knowledge bases; and*

*i. sustainable development agreements.*

***4. Provincial Ministers pursue and establish partnerships with non-government organizations, the scientific and education communities, local interest groups and associations, business, labour and local government to address economy-environment issues. Priority areas for the establishment of partnerships include:***

a. *developing provincial positions on interjurisdictional issues related to sustainable development;*

b. *identifying and addressing communication, education and training needs related to sustainable development;*

c. *identifying, reporting on and resolving critical economy-environment issues facing Manitoba;*

d. *assisting business, in particular small business, in the area of joint research on sustainable development issues;*

e. *identifying programs which can be delivered by non-government organizations in the area of sustainable development education and awareness, enhancement, and clean-ups and monitoring of developments; and*

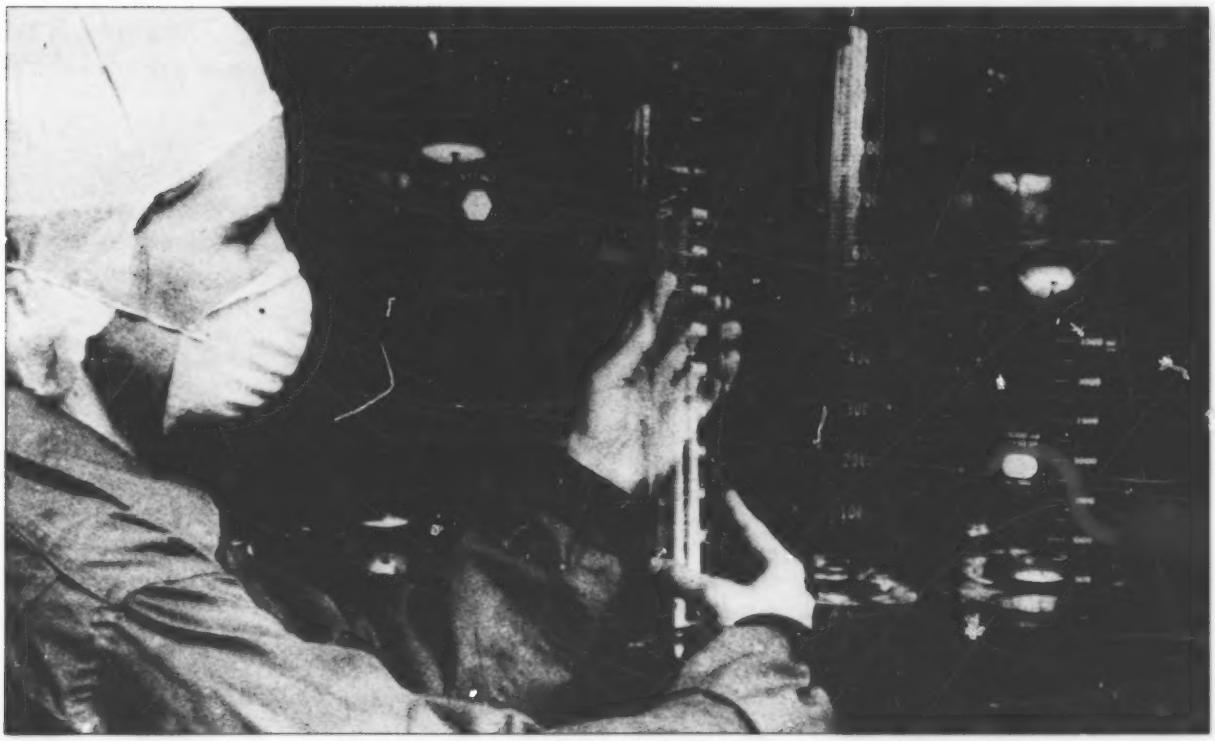
f. *promoting local decision making and joint management of natural resources according to the principles and guidelines of sustainable development.*

***5. Provincial Ministers ensure their representatives on multilateral bodies strive to have the principles and guidelines built into the policies and procedures of those organizations.***

***6. Provincial Ministers encourage and facilitate the establishment and coordination of regional and local round tables on environment and economy.***

## AS RESEARCHER

***"...only governments themselves can formulate the changes they should make. Moreover, the tools for monitoring and evaluating sustainable development are rudimentary and require further refinement."*** [31]



### BACKGROUND

The environmental and economic problems facing us require fundamental changes in the way we make decisions. We will need to change how we manage and administer our environment and economy, undertake development activities, enforce our laws, what is manufactured, taught to our children and what products we purchase.

While we must make more and better use of existing integrated decision making techniques, methods and models, we must also enhance our understanding of the linkages and interdependence of the environment and economy. We need to reorient our thinking based on sound science and extensive research into all the processes, factors and elements of the environment and economy and develop a better understanding and new tools to allow us to make sustainable choices at work and in our everyday life.

Our universities, colleges, departments of government and various public sector agencies are responsible for encouraging, promoting and undertaking research and development.

These institutions must now actively support sustainable development by focusing their attention on the knowledge and tools needed to make the transition.

## WHAT IS NEEDED

The ability to put sustainable development into action will depend on the understanding, knowledge and tools available to integrate the environment and economy into decision making. Our public sector institutions must assist and lead the way in providing that knowledge.

Government must therefore address the need for:

- research which will support the attainment of the vision for Manitoba;
- independent, complementary research to assist in the prioritization, assessment and reporting of critical environmental and economic issues, opportunities and risks;
- interdisciplinary research into the linkages between the environment and the economy;
- new institutional mechanisms;
- improved data and statistical information;
- new tools and analytical methods; and
- new workplace skills and management techniques.

## OBJECTIVES

Our Round Table's objectives for the public sector in their role as researcher are:

1. To identify and prioritize research and development needed to support environmentally sound and sustainable economic growth and the efficient, effective and timely transition to sustainable development.

2. To ensure appropriate resources are directed towards addressing the research needed to support sustainable development.

3. To coordinate and encourage cooperative research in sustainable development which will maximize the benefits to the public and private sectors and among different agencies and levels of government.

## RECOMMENDATIONS

To achieve these objectives, we recommend that:

***1. Provincial Ministers review their present research capacity, define areas of appropriate research to support sustainable development and work towards an integrated research program, including:***

- *developing common data and knowledge bases;*
- *supporting efforts among business, and in particular small business in joint research efforts on environmental issues, use of environmental impact assessment and technological innovation, and productivity enhancement; and*
- *identifying training and educational needs required to implement and manage sustainable development in the public and private sectors, and identifying appropriate models for and methods of meeting these needs.*

***2. Provincial Ministers support independent research which prioritizes, assesses and reports on sustainable development economic opportunities and critical environmental and economic risks, including cumulative risks.***

***3. Provincial Ministers support and develop mechanisms for research, knowledge and technology transfer to assist in the implementation of sustainable development locally and globally.***

***4. Provincial Ministers ensure the development of new tools and improve existing tools to achieve more efficient and effective economy-environment integration, environmental protection and sustainable economic development. Areas of priority are:***

*a. analytical methodologies and techniques which improve economy-environment decision making related to the formulation, evaluation and implementation of policies, programs, projects and regulations including:*

- *comprehensive cost-benefit analysis,*
- *comprehensive risk assessment, and allocation of risk,*
- *environmental impact assessment,*
- *full cost accounting,*
- *life cycle costing,*
- *sustainable development assessment, and*
- *sustainable capacity or yield;*

*b. economic mechanisms which assist in reflecting and establishing the value of environmental and natural resources, so they are properly accounted for within the economy, enhance the environment and promote resource efficient practices, including:*

- *contaminant charge schemes,*
- *tradeable emission/discharge rights,*
- *trade and tax systems that take account of ecological and economic stability and comparative advantage,*
- *pricing and resource tenure mechanisms which account for the true ecological and economic value of natural resources, and*
- *resource rent systems;*

*c. information generation, sharing and reporting systems which facilitate public participation and informed decision making, including:*

- *state of environment reporting and establishment of consistent economic and environmental indicators,*
- *identification, accurate assessment and timely reporting on the risks of damage to natural systems and threats to survival, security and well being,*
- *mechanisms and structures for the sharing of information, and*
- *development of environmental and health statistics and data bases relating to industrial and other sectoral activities;*

*d. improved techniques for evaluating environmental stresses and the benefits of environmental protection, including identification of criteria and indicators for environmental quality standards for the sustainable use and management of natural resources;*

*e. market incentives to promote environmental protection and sustainable economic activity by business, including:*

- *incentive structures to promote practices that conserve and enhance the resource base,*
- *impacts of all subsidies,*

- *methods of assembling appropriate pools of capital to effect environmental repair and enhancement,*

- *financial mechanisms, including financial assurance, performance bonds, investment tax credits and reduced interest bonds, for bettering environmental standards, and*

- *possible use of disincentives;*

*f. environmental and economic risk assessment techniques and models including:*

- *risks of existing and new technologies,*

- *contingency (emergency response) planning, and*

- *institutional mechanisms for assessing potential impacts of new technologies and ensuring public participation in risk assessment;*

*g. dispute resolution techniques, mechanisms and institutional organizations to reduce barriers to public participation and stakeholder involvement and which promote consensus decision making;*

*h. ecosystem and land use planning which integrates economy-environment relationships and linkages, including:*

- *protection of biological diversity including the preservation of important genetic reservoirs,*

- *climatic change,*

- *cumulative impacts from chemicals released into the environment,*

- *modelling of ecosystems and forecasting of optimum sustained yield,*

- *identification of significantly stressed ecosystems,*

- *methods for ecosystem monitoring and evaluating the impact of development,*

- *multi objective goal programming,*

- *identification and assessment of existing hazardous facilities and processes, and*

- *monitoring techniques and assessment of pollution in Manitoba;*

*i. institutional, market and financial barriers in the development and use of renewable resources as substitutes for scarce non-renewable resources;*

*j. environmental regulations that are adaptable to changes in the environment, economy, technology and performance of the industry, or regulated activity;*

*k. environmentally sound industrial processes and products, including:*

- *product redesign and technological innovation leading to safer products, more efficient processes and recycling of materials,*

- *energy efficiency, and*

- *source based waste management;*

*l. critical environmental and natural resource issues; and*

*m. management and organizational theory, skills, education and training to assist in the transition to a sustainable development ethic.*

## A GUIDE TO ACTION AND IMPLEMENTATION

The advice given in this report is both comprehensive and complex. Fundamentally, the report is a guidebook which provides the necessary details and checklists to guide the changes the public sector will need to make in its transition to sustainable development.

The transition will be a lengthy one, a ten to fifteen year period is anticipated. We have tried to be clear in our intentions but flexible enough to allow the public sector to experiment, evaluate and change as circumstances warrant.

The recommendations in this report do not lend themselves to prioritization as all recommendations do not apply to every public sector institution. While it is evident in some cases that one recommendation must be completed before others can be implemented, and some must be done simultaneously, no specific rules can be applied to fit all situations.

We therefore suggest priority be given to those recommendations which improve efficiency in decision making, reduce operating costs and lead to greater environment - economy integration in the shortest possible time-frame.

Actions and changes should be undertaken as opportunities arise. While there is a commitment to the preparation of a provincial action and an internal implementation plan, activity should not await the completion of these plans, as long as they are consistent with our recommendations.

Implementation should also not be a top-down approach, but one which involves staff at all levels. This will ensure employees have a stake in the process and commit themselves to making the transition to sustainable development.

However, the Provincial Action Plan should:

1. review and analyze our goals and adopt, amend or establish additional goals for the public sector;

2. evaluate our objectives and recommendations against existing processes, structures and programs;

3. establish specific objectives for implementation; and

4. identify specific measures, initiatives and policies, required to implement our recommendations, including appropriate time-frames.

The internal Provincial Implementation Plan should focus on the necessary details of implementation and:

1. determine who would accomplish the required actions;

2. define precise target dates;

3. determine, identify and assign the resources necessary to complete the actions (staffing and financial if required);

4. determine and establish criteria for effective performance;

5. define requirements for progress reporting;

6. establish a system for monitoring implementation to ensure performance is achieving desired results; and

7. establish a process for adjusting actions, objectives and performance standards to reflect experience.

# APPENDIX 1:
# MANDATES OF PROVINCIAL GOVERNMENT LINE DEPARTMENTS

**Agriculture**
to provide a range of essential services to Manitoba farmers.

**Civil Service Commission**
to provide centralized personnel management services to all departments of government, agencies and boards of commissions whose staff are appointed under The Civil Service Act.

**Consumer and Corporate Affairs**
to improve consumer/business transactions, foster a positive environment in the marketplace and foster the development of cooperatives and credit unions.

**Culture, Heritage and Citizenship**
to work with individuals and community groups to achieve mutual goals in developing initiatives that cultivate creative expression, strengthen community identity, preserve and protect heritage, recognize cultural diversity and enhance the lives of all residents.

**Education and Training**
to ensure high quality education and training programs for Manitobans to enable them to develop their individual potential and contribute to the economic, social and cultural life of Manitoba.

**Energy and Mines**
encourages and facilitates development of energy and mineral resources and at the same time ensures that development occurs in an orderly and environmentally sound manner.

**Environment**
to ensure a high level of environmental quality for present and future generations.

**Family Services**
to strengthen and support Manitoba families, ensuring the provision of financial assistance and social services which protect and assist Manitobans in need, in a manner which fosters self-reliance and reduced dependency.

**Finance**
responsible for administering the financial affairs of the Province.

**Government Services**
responsible for providing a wide range of central support services to government programs.

**Health**
responsible for the management and delivery of a comprehensive range of health services for the people of Manitoba.

**Highways and Transportation**
to provide the citizens of Manitoba with a safe and efficient system of transportation facilities which contribute to the economic growth and social well-being of the Province, and to deliver programs which encourage the safe use of these facilities.

**Housing**
to ensure that: the housing supply is sufficient to meet current and future accommodation needs; supply strategies complementing the economic and employment development objectives of government; low/moderate income and special needs consumers have access to affordable, adequate housing appropriate to their needs; improve and preserve existing and aging housing stock; and a mechanism exists to regulate private market rents and to mediate and arbitrate disputes between landlords and tenants.

**Industry, Trade and Tourism**
to act as lead agent in the Provincial Government for economic development planning and inter-agency coordination on economic development matters and to foster steady, stable growth and an economic structure in keeping with the employment, income and human development aspirations of Manitobans.

**Justice**
responsible for administering Section 3 of The Attorney General's Act and the traditional responsibility of the Minister for the integrity and improvement of the justice system in Manitoba.

**Labour**
to enhance labour relations, protect public safety, and promote trades training for Manitobans.

**Natural Resources**
responsible for the protection, conservation, management and development of Manitoba's forests, fisheries, wildlife, water, parks and Crown land and the provision of integrated surveying and mapping systems to support the definition of property rights in land and the management of provincial resources.

**Northern Affairs**
coordinate the activities of Government and encourage the development of social and economic opportunities in the North.

**Rural Development**
to enhance the future of Manitobans in partnership with local government and the community by promoting environmentally sound and sustainable economic development in rural Manitoba; and by facilitating the diversification of the rural economy in order to provide regional income stability.

**Urban Affairs**
responsible for the development and maintenance of the legislative, financial and planning framework that will effectively meet the needs of the citizens of Winnipeg.

# APPENDIX 2:
# PROVINCIAL LEGISLATION IMPORTANCE TO ACHIEVING SUSTAINABLE DEVELOPMENT "1990"

The following is a subjective assessment of existing provincial legislation and federal legislation administered or enforced by Manitoba. The purpose of this assessment is to indicate the relative importance of various Acts to achieving sustainable development. The ratings will help to formulate a workplan, needed to achieve the recommendation that:

> **"All provincial acts and regulations be reviewed and where appropriate, amended to embody the principles and guidelines of sustainable development."**

The assessment of legislation was based on the:

a) impact (positive or negative) on the environment including human health, or the economy, and

b) potential to achieve, or support the attainment of environmentally sound sustainable economic growth.

In reviewing the legislation, the following was considered.

Did the legislation:

- authorize or approve development or activities that could impact on the environment and economy,
- regulate or enable the regulation of developments or activities, including the establishment of standards and criteria,
- allocate natural resources or establish procedures which assign rights or obligations in the management of natural resources,
- establish rules or procedures under which government manages its resources, financial, human, facilities, etc., and
- assist in development by providing or enabling the provision of loans, grants or guarantees?

Each piece of legislation is rated as either high, medium, low or insignificant with respect to the need to review and amend it based on its relative importance to achieving sustainable development.

The legislation has been rated as follows:

## 1. LEGISLATION OF HIGH PRIORITY AND SIGNIFICANCE FOR SUSTAINABLE DEVELOPMENT

### A. AGRICULTURE LEGISLATION

- The Agricultural Credit Corporation Act (A 10)
- The Department of Agriculture Act (A 40)
- The Crop Insurance Act (C 310)
- The Crown Lands Act (Sections 6, 7, 10, 12(1), 14, 16, 17, 18, 21, 23, 24, to 28 both inclusive, insofar as they relate to the administration of Crown Lands which may be designated by the Minister of Natural Resources as agricultural Crown lands, and Agricultural Crown Lands Grazing and Hay Permits Regulation (Manitoba Regulation 288/88) and Forage Leases Regulation (46/88 R) (C 340)
- The Family Farm Protection Act (F 15)
- The Farm Lands Ownership Act (F 35)
- The Fruit and Vegetable Sales Act (F 180)
- The Land Rehabilitation Act (L 50)
- The Natural Products Marketing Act (N 20)
- The Pesticides and Fertilizers control Act (P 40)
- The Plants and Diseases Act (P 90)
- The Wildlife Act (W 130)

### B. CONSUMER AND CORPORATE LEGISLATION

- The Consumer Protection Act (C 200)
- The Co-operative Associations Loans and Loans Guarantee Act (C 220)
- The Cooperatives Act (C 223)
- The Cooperative Promotion Trust Act (C 224)
- The Corporations Act (C 225)
- The Credit Unions and Caisses Populaires Act (C 301)
- The Manitoba Evidence Act (Parts II and III) (E 150)
- The Insurance Act (I 40)
- The Insurance Corporations Tax Act (I 50)
- The Mortgage Dealers Act (M 210)
- The Partnership Act (P 30)
- The Public Utilities Board Act (P 280)
- The Real Estate Brokers Act (R 20)
- The Securities Act (S 50)

### C. CULTURE, HERITAGE AND CITIZENSHIP LEGISLATION

- The Freedom of Information Act (F 175)
- The Heritage Manitoba Act (H 39)
- The Heritage Resources Act (H 39.1)
- The Public Printing Act (P 240)

### D. EDUCATION AND TRAINING LEGISLATION

- The Education Administration Act (E 10)
- The Department of Labour Act (as it applies to certain training programs) (L 20)
- The Public School Act (P 250)
- The Public School Finance Board Act (P 260)

### E. ENERGY AND MINING LEGISLATION

- The Manitoba Energy Authority Act (E 112)
- The Gas Pipe Line Act ( G 50)
- The Gas Storage and Allocation Act ( G 52)
- The Greater Winnipeg Gas Distribution Act (S.M. 1988, C 40)
- The Industrial Minerals Drilling Act (I 20)
- The Manitoba Hydro Electric Board Act (H 190)
- The Mines Act (M 160)
- The Mining and Metallurgy Compensation Act (M 190)
- The Manitoba Natural Resources Development Act (as it applies to Manitoba Mineral Resources Ltd.) (N 33)
- The Oil and Gas Production Tax Act ( O 37)
- The Pipe Line Act (P 70)

### F. ENVIRONMENTAL LEGISLATION

- The Dangerous Goods Handling and Transportation Act (D 12)
- The Environment Act (E 125)
- The Manitoba Hazardous Waste Management Corporation Act (H 15)
- The Waste Reduction and Prevention Act (C 60)
- The Ozone Depleting Substances Act (Not yet Proclaimed)

### G. GOVERNMENT ORGANIZATION LEGISLATION

- The Executive Government Organization Act (E 170)

### H. FAMILY LEGISLATION

N/A

### I. FINANCE LEGISLATION

- The Financial Adminstration Act (F 55)
- The Gasoline Tax Act (G 40)
- The Income Tax Act (I 10)
- The Mining Tax Act (M 195)
- The Motive Fuel Tax Act (M 220)
- The Retail Sales Tax Act (R 130)
- The Revenue Act (R 150)
- The Provincial - Municipal Tax Sharing Act (T 5)

### J. GOVERNMENT SERVICES LEGISLATION

- The Emergency Measures Act (E 80)
- The Government Purchases Act (G 90)
- The Public Works Act (P 300)

### K. HEALTH LEGISLATION

- The Department of Health Act (H 20)
- The District Health and Social Services Act (H 26)
- The Health Services Act (H 30)
- The Health Services Insurance Act (H 35)
- The Public Health Act (P 210)

### L. HIGHWAYS AND TRANSPORTATION LEGISLATION

- The Highways and Transportation Department Act (H 40)
- The Highways Protection Act (H 50)

### M. HOUSING LEGISLATION

- The Housing and Renewal Corporation Act (H 160)

### N. INDUSTRY, TRADE AND TOURISM LEGISLATION

- The Research Council Act (R 110)
- The Statistics Act (S 205)
- The Tourism and Recreation Act (T 100)

### O. JUSTICE LEGISLATION

- The Expropriation Act (E 190)
- The Law Enforcement Review Act (L 75)
- The Law reform Commission Act (L 95)
- The Personal Property Security Act (P 35)
- The Public Trustee Act (P 275)
- The Regulations Act (R 60)
- The Real Property Act (R 30)
- The Transboundary Pollution Reciprocal Access Act (T 145)
- The Uniform Law Conference Commissioners Act (U 30)

### P. LABOUR LEGISLATION

- The Workplace Safety and Health Act (W 210)

### Q. NATURAL RESOURCES LEGISLATION

- The Crown Lands Act [except Sections 6, 7, 10, 12(1), 14, 16, 18, 21, 23, 24, to 28 both inclusive, insofar as they relate to the administration of Crown Lands which may be designated by the Minister of Natural Resources as agricultural Crown Lands, and Agricultural Crown Lands Grazing and hay Permits regulation (Manitoba Regulation 288/88) and Forage leases Regulation (Manitoba regulation 46/88 R)] (C 340)
- The Ecological Reserves act (E 5)
- The Fires Prevention Act (Part I) (F 80)
- The Fisheries Act (F 90)
- The Forest Act (F 150)
- The Ground Water and Water Well Act (G 110)
- The Lake of the Woods Control Board Act (L 30)
- The Provincial Park Lands Act (P 20)
- The Water Power Act (W 60)
- The Water Resources Administration Act (W 70)
- The Water Rights Act (W 80)
- The Wildlife Act [except that portion of clause 89(e) that applies to compensation for damage to crops caused by wildlife other than migratory waterfowl] (W 130)
- The Manitoba Fishery Regulation made pursuant to Section 34 of the Fisheries Act (Canada)
- The Endangered Species Act (E 111)

### R. NORTHERN LEGISLATION

- The Manitoba Natural Resources Development Act (with respect to Channel Area Loggers Ltd. and Moose Lake Loggers ltd. (N 33)
- The Northern Affairs Act (N 100)
- The Planning Act (Part IX) (P 80)

### S. RURAL LEGISLATION

- The Conservation Districts Act (C 175)
- The Planning Act (except Part IX) (P 80)
- The Manitoba Water Services Board Act (W 90)

### T. URBAN LEGISLATION

- The City of Winnipeg Act (s.M. 1989-90, c. 10)

## 2. LEGISLATION OF MEDIUM PRIORITY AND SIGNIFICANCE FOR SUSTAINABLE DEVELOPMENT

### A. AGRICULTURE LEGISLATION

- The Agrologist Act (A 50)
- The Animal Diseases Act (A 85)
- The Animal Husbandry Act (except Parts I, II, and IV) (A 90)
- The Farm Income Assurance Plans Act (F 30)
- The Farm Machinery and Equipment Act (F 40)
- The Livestock and Livestock Products Act (L 170)
- The Milk Prices Review Act (M 130)
- The Noxious Weeds Act (N 110)

## B. CONSUMER AND CORPORATE LEGISLATION

- The Commodity Futures Act (C 152)
- The Trade Practices Inquiry Act (T 110)

## C. CULTURE, HERITAGE AND CITIZENSHIP LEGISLATION

N/A

## D. EDUCATION AND TRAINING LEGISLATION

- The Universities Grants Commission Act (U 50)

## E. ENERGY AND MINING LEGISLATION

- The Mineral Exploration Assistance Act (M 140)

## F. ENVIRONMENTAL LEGISLATION

N/A

## G. GOVERNMENT ORGANIZATION LEGISLATION

N/A

## H. FAMILY LEGISLATION

- The Department of Labour Act (as it applies to certain employment and immigration programs) (L 20)
- The Mental Health Act (Part II and section 1 and Part V as they relate to subjects covered under Part II) (M 110)
- The Social Services Adminstration Act (S 165)

## I. FINANCE LEGISLATION

- The Crown Corporations Public Review and Accountability Act (C 336)
- The Mining Claim Act (M 165)
- The Taxation Agreement Act. 1957 (S.M. 1957, c. 70)
- The Tobacco Tax Act (T 80)
- The Treasury Branches Act (T 155)

## J. GOVERNMENT SERVICES LEGISLATION

- The Land Acquisition Act (L 40)

## K. HEALTH LEGISLATION

- The Manitoba Health Research Council Act (H 28)
- The Hospital Act (H 120)
- The Private Hospital Act (P 130)

## L. HIGHWAYS AND TRANSPORTATION LEGISLATION

- The Highway Traffic Act (H 60)
- The Highways and Transportation Construction Contracts Disbursement Act (H 65)

## M. HOUSING LEGISLATION

N/A

## N. INDUSTRY, TRADE AND TOURISM LEGISLATION

N/A

## O. JUSTICE LEGISLATION

- The Corrections Act (C 230)
- The Criminal Injuries Compensation Act (C 305)
- The Discriminatory Business Practices Act (D 80)
- The Human Rights Code (H 175)
- The Reciprocal Enforcement of Judgments Act (J 20)
- The Canada - United Kingdom Judgements Enforcement Act (J 21)
- The Justice for Victims of Crime Act (J 40)
- The Manitoba Volunteer Reserve Act (R.S.M. 1954, c. 284)
- The Privacy Act (P 125)
- The Proceedings Against the Crown Act (P 140)
- The Registry Act (R 50)
- The Surveys Act (Part I) (S 240)
- The Vacant Property Act (V 10)

## P. LABOUR LEGISLATION

- The Apprenticeship and Trades Qualifications Act (A 110)
- The Buildings and Mobile Homes Act (B 93)
- The Employment Standards Act (E 110)
- The Fires Prevention Act (Part II) (F 80)
- The Gas and oil Burner Act (G 30)
- The Labour Relations Act (L 10)
- The Department of Labour Act (L 20)

## N. NATURAL RESOURCES LEGISLATION

- The Dutch Elm Disease Act (D 107)
- The Fishermen's Assistance and Polluter's Liability Act (F 100)
- The Manitoba Habitat Heritage Act (H 3)
- The Manitoba Natural Resources Transfer Act (N 30)
- The Manitoba Natural Resources Development Act (except with respect to Channel Area Loggers Ltd. and Moose lake Loggers Ltd. ) (N 33)
- The Natural Resources Agreement Act, 1938 (N 40)
- An Act to ratify a certain Agreement between the Government of the Dominion of Canada and the Government of the Province of Manitoba (N 50)
- The Manitoba Natural Resources Transfer Act Amendment Act (N 60)
- The Manitoba Natural Resources Transfer Act Amendment Act, 1963 (N 70)
- The Rivers and Streams Act (R 160)
- The Surveys Act (Part II) (S 240)
- The Water Commission Act (W 50)
- The Water Supply Commissions Act (W 100)

## R. NORTHERN LEGISLATION

N/A

## S. RURAL LEGISLATION

- The Assessment of Property for Taxation in Municipalities in 1981 and 1982 (S.M. 1980, c. 71 and S.M. 1982, c. 29)
- The Municipal Act (except Sections 301 to 314) (M 225)
- The Municipal Assessment Act (M 226)
- The Municipal Affairs Adminstration Act (M 230)
- The Municipal Board Act (M 240)
- The Surface Rights Act (S 235)

## T. URBAN LEGISLATION

N/A

## 3. LEGISLATION OF LOW PRIORITY AN SIGNIFICANCE FOR SUSTAINABLE DEVELOPMENT

### A. AGRICULTURE LEGISLATION

- The Agricultural Producers' Organization Funding Act (A 18)
- The Agricultural Productivity Council Act (A 20)
- The Agricultural Societies Act (A 30)
- The Bee Act (B 15)
- The Bee-keepers Act (B 20)
- The Cattle Producers Association Act (C 25)
- The Coarse Grain Marketing Control Act (C 140)
- The Dairy Act (D 10)
- The Poultry Breeders Act (R.S.M. 1954, c. 202)
- The Seed and Fodder Relief Act (S 80)
- The Veterinary Medical Act (V 30)
- The Veterinary Services Act (V 50)

### B. CONSUMER AND CORPORATE LEGISLATION

- The Cemeteries Act (C 30)
- The Charities Endorsement Act (C 60)
- Bedding, Upholstered and Stuffed Articles Regulation (Manitoba Regulation 333/88R) under The Public Health Act

### C. CULTURE HERITAGE AND CITIZENSHIP LEGISLATION

- The Legislative Library Act (L 120)

### D. EDUCATION AND TRAINING LEGISLATION

- The Universities Establishment Act (U 40)
- The University of Manitoba Act (U 60)
- The Private Vocational Schools Act (V 70)

### E. ENERGY AND MINING LEGISLATION

N/A

### F. ENVIRONMENTAL LEGISLATION

- The High-Level Radioactive Waste Act (R 10)

### G. GOVERNMENT ORGANIZATION LEGISLATION

- The Manitoba Evidence Act (Part V) (E 150)

### H. FAMILY LEGISLATION

- The Child and Family Services Act (C 80)
- The Community Child Day Care Standards Act (C 158)
- The Social Allowances Act (S 160)

### I. FINANCE LEGISLATION

- The Hospital Capital Financing Authority Act (H 125)
- The Public Officers Act (P 230)

### J. GOVERNMENT SERVICES LEGISLATION

N/A

### K. HEALTH LEGISLATION

- The Human Tissue Act (H 180)

### L. HIGHWAYS AND TRANSPORTATION LEGISLATION

- The Government Air Service Act (G 70)
- The Off-Road Vehicles Act (O 31)

### M. HOUSING LEGISLATION

- The Condominium Act [except sections 2, 3 - with respect to the division of land, 4, 5 - with respect to registration requirements, 6 and subsection 7(1)] (C 170)
- The Landlord and Tenant Act (L 70)

### N. INDUSTRY, TRADE AND TOURISM LEGISLATION

- The Design Institute Act (D 40)

### O. JUSTICE LEGISLATION

- The International Commercial Arbitration Act (C 151)
- The Condominium Act [Sections 2, 3 - with respect to the division of land, 4, 5 - with respect to registration requirements, 6 and subsection 7(1)]. (C 170)

### P. LABOUR LEGISLATION

- The Electricians' Licence Act (E 50)
- The Employment Services Act (E 100)
- The Municipal Act (Sections 301 to 314) (M 225)
- The Power Engineers Act (P 95)
- The Steam and Pressure Plants Act (S 210)
- The Workers Compensation Act (as it relates to Worker Advisers) (W 200)

### Q. NATURAL RESOURCES LEGISLATION

- The Dyking Authority Act (D 110)
- The Wild Rice Act (W 140)

### R. NORTHERN LEGISLATION

N/A

### S. RURAL LEGISLATION

N/A

### T. URBAN LEGISLATION

N/A

## 4. LEGISLATION OF INSIGNIFICANT PRIORITY FOR SUSTAINABLE DEVELOPMENT

### A. AGRICULTURE LEGISLATION

- The Horse Racing Regulation Act (H 100)
- The Horticultural Society Act (H 110)
- The Margarine Act (M 30)
- The Community Seed Cleaning Act (S 70)
- The Veterinary Science Scholarship Fund Act (V 40)
- The Women's Institutes Act (W 180)

## B. CONSUMER AND CORPORATE LEGISLATION

- The Business Registration Act (B 110)
- The Embalmers and Funeral Directors Act (E 70)
- The Prearranged Funeral Services Act (F 200)
- The Personal Investigations Act (P 34)
- The Religious Societies' Lands Act (R 70)

## C. CULTURE, HERITAGE AND CITIZENSHIP LEGISLATION

- The Amusements Act (except Part II) (A 70)
- The Arts Council Act (A 140)
- The Centennial Corporation Act (C 40)
- Le Centre Culturel Franco-Manitobain Act (C 45)
- The Civic Development Corporation Act (S.M. 1963, c. 11)
- The Coat of Arms, Emblems and The Manitoba Tartan Act (C 150)
- The Foreign Cultural Objects Immunity from Seizure Act (F 140)
- The Manitoba Intercultural Council Act (I 55)
- The Museum of Man and Nature Act (M 270)
- The Museums and Miscellaneous Grants Act (M 280)
- The Public Libraries Act (P 220)

## D. EDUCATION AND TRAINING LEGISLATION

- The Blind and Deaf Persons' Maintenance an Education Act (B 60)
- The Teachers' Pensions Act (T 20)
- The Teachers' Society Act (T 30)
- The Workplace Innovation Centre Act (W 205)
- The Social Allowances Act (as it may apply to vocational rehabilitation) (S 160)

## E. ENERGY AND MINING LEGISLATION

- The Manitoba Energy Council Act (E 113)
- The Homeowners Tax and Insulation Assistance Act (Part V and Section 1 and Part VI as they relate to subjects covered under Part V) (H 75)
- The Natural Gas Supply Act (N 15)

## F. ENVIRONMENTAL LEGISLATION

N/A

## G. GOVERNMENT ORGANIZATION LEGISLATION

- The Elections Act (E 30)
- The Elections Finances Act (E 32)
- The Electoral Divisions Act (E 40)

## H. FAMILY LEGISLATION

- The Change of Name Act (C 50)
- The Marriage Act (M 50)
- The Parents' Maintenance Act (Section 10) (P 10)
- The Vital Statistics Act (V 60)

## I. FINANCE LEGISLATION

- The Corporation Capital Tax Act (C 226)
- The Energy Rate Stabilization Act (E 115)
- The Farmers Emergency Grants Act (S.M. 1971, c. 4)
- The Fire Insurance Reserve Fund Act (F 70)
- The Health and Post Secondary Education Tax Levy Act (H 24)
- The Homeowners Tax and Insulation Assistance Act (Parts I to IV and Section 1 and Part VI as they relate to subjects covered under parts I to IV) (H 75)
- The Manitoba Telephone System Debt Adjustment Act, 1955 (S.M. 1955, c. 77)
- The Pari-Mutuel Tax Act (P 12)
- The Succession Duty Act (S.M. 1988, c. 42)
- The Suitors' Moneys Act (S 220)
- The Special Employment Program Act, 1977 (S.M. 1957, c. 70)

## J. GOVERNMENT SERVICES LEGISLATION

- The Government House Act (G 80)

## K. HEALTH LEGISLATION

- The Alcoholism Foundation Act (A 60)
- The Ambulance Services Act (A 65)
- The Anatomy Act (A 80)
- The Cancer Treatment and Research Foundation Act (C 20)
- The Dental Association Act (D 30)
- The Dental Health Workers Act (D 31)
- The Dental Health Services Act (D 33)
- The Denturists Act (D 35)
- The Registered Dietitians Act (D 75)
- The Elderly and Infirm Persons' Housing Act (with respect to personal care homes and infirm persons as defined in the Act (E 20)
- The Health Sciences Centre Act (S.M. 1988, c. 41)
- The Hearing Aid Act (H 38)
- The Medical Act (M 90)
- The Manitoba Medical Association Fees Act (M 95)
- The Mental Health Act (except Parts II, III and IV) (M 110)
- The Occupational Therapists Act (O 5)
- The Licensed Practical Nurses Act (P 100)
- The Prescription Drugs Cost Assistance Act (P 115)
- The Registered Psychiatric Nurses Act (P 170)
- The Registered Nurses Act (R 40)
- The Registered Respiratory Therapists Act (R 115)
- The Sanatorium Board of Manitoba Act (S 12)

## L. HIGHWAYS AND TRANSPORTATION LEGISLATION

- The Taxicab Act (T 31)
- The Trans-Canada Highway Act (T 140)

## M. HOUSING LEGISLATION

- The Elderly an Infirm Person's Housing Act (with respect to elderly persons housing units as defined in that Act) (E 20)
- The Residential Rent Regulation Act (R 118)

## N. INDUSTRY, TRADE AND TOURISM LEGISLATION

- The Convention Centre Corporation Act (S.M. 1988, c. 39)
- The Horse Racing Commission Act (H 90)

## O. JUSTICE LEGISLATION

- The Attorney General's Act (A 170)
- The Constitutional Questions Act (C 180)
- The Corrections on Certain Certificates of Titles Act (S.M. 1955, c. 78)
- The Court of Appeals Act (C 240)
- The Provincial Court Act (C 275)
- The Court of Queen's Bench Act (C 280)
- The Crime Prevention Foundation Act (C 303)
- The Crown Attorneys Act (C 330)
- The Child Custody Enforcement Act (C 360)
- The Escheats Act (E 140)
- The Executive Government Organizations Act (E 170)
- The Fatality Inquiries Act (F 52)

- The Hudson's Bay Company Land Register Act (H 170)
- The Intoxicated Persons Detention Act (I 90)
- The Jury Act (J 30)
- The Law Fees Act (L 80)
- The Legal Aid Service Society of Manitoba Act (L 105)
- The Reciprocal Enforcement of Maintenance Orders Act (M 20)
- The Mental Health Act (Part IV) (M 110)
- The Private Investigators and Security Guards Act (P 132)
- The Provincial Police Act (P 150)
- The Sheriffs Act (S 100)
- The Special Survey Act (S 190)
- The Interprovincial Subpoena Act (S 212)
- The Summary Convictions Act (S 230)

## P. LABOUR LEGISLATION

- The Amusements Act (Part II) (A 70)
- The Barbers Act (B 10)
- The Construction Industry Wages Act (C 190)
- The Elevator Act (E 60)
- The Fire Departments Arbitration Act (F 60)
- The Hairdressers Act (H 10)
- The Pay Equity Act (P 13)
- The Payment of Wages Act (P 31)
- The Pension Benefits Act (P 32)
- The Remembrance Day Act (R 80)
- The Retail Businesses Holiday Closing Act (R 120)
- The Vacation with Pay Act (V 20)
- The Manitoba Advisory Council on the Status of Women Act (W 170)

## Q. NATURAL RESOURCES LEGISLATION

- The International Peace Garden Act (I 70)

## R. NORTHERN LEGISLATION

N/A

## S. RURAL LEGISLATION

- The Local Authorities Election Act ( L 180)
- The Local Government Districts Act (L 190)
- An Act respecting Debts Owing by Municipalities to School Districts (M 260)
- The Official Time Act (O 30)
- The Soldiers' Taxation Relief Act (S 180)
- The Unconditional Grants Act (U 10)

## T. URBAN LEGISLATION

N/A

# GLOSSARY

**Accountability:** to be answerable for decisions made and results of assigned responsibilities. See also Responsibility.

**Accounting [National and Provincial Accounts-Reporting, Systems]:** reports which summarize the economic performance of a nation or province generally given as the gross domestic product. Present accounting procedures are limited and do not reflect or incorporate the value or state of natural and environmental resources upon which future economic activity is based. These resources are generally regarded as "free-goods" and not assets of the nation or province which are needed for sustained economic development or activity.

**Act(s) [Legislation, Regulation]:** the law(s) passed by the duly elected Legislature.

**Authority:** the right to make a decision. The right may be derived from legislation or by management policy.

**Biological Diversity:** the variety of the world's living species including their genetic diversity and the communities and ecosystems that they are a part of and form. It is a measure of the variety of living organisms and vital processes in an ecosystem.

**Cabinet:** a council headed by the Premier and composed of Ministers of the Crown who serve as confidential advisors to the Sovereign. The Cabinet is the centre of the Executive government.

**Climatic Change:** a shift in the average course or condition of the weather over a period of years as exhibited by temperature, wind velocity and precipitation.

**Code [of Development, Ethics and Practices]:** a set of rules, principles, values and/or beliefs by which an individual, business, agency, government department or organization chooses to live, work and operate under.

**Comparative Advantage:** the relative ability of one area, city, town, province or country to produce goods and/or services more efficiently than other areas, cities, towns, provinces or countries. A province is said to have a comparative advantage in goods or services that it can produce most efficiently.

**Consensus Decision Making:** a process of achieving general agreement where all parties accept decisions made through an agreed upon process.

**Contaminant Charge Schemes:** methods established (permits, fees, taxes, etc.) by which individuals, businesses, etc. pay to be allowed to release a gas, liquid or solid into the environment.

**Contingency and Emergency [Response, Planning, Plans, Preparedness]:** a potentially dangerous natural or human related event (e.g. accident, flood) possible or of uncertain occurrence for which it is desirable to have a prepared process and established courses of action to address it before it occurs.

**Corporate [Approach, Philosophy, Decision Making]:** the practice of placing and addressing the interests of society and sustainable development above the interests of an organization in the kinds of decisions made.

**Cost-Benefit Analysis:** a form of analysis which seeks to quantify in money terms as many of the costs and benefits of a proposal as possible, including those which are not marketable.

**Criteria [Environmental, Economic, Health, Social]:** standards on which judgements or decisions may be based.

**Cross-Sectoral:** involving or including other relevant sectors (e.g. agricultural, industrial, environmental).

**Cumulative [Impacts, Risks]:** the combined effects or possible effects of an activity, development, peril or decision or a series of actions, developments, perils or decisions occurring either simultaneously or sequentially or in an interactive manner.

**Dangerous Goods and Wastes:** products, used goods and commercial wastes which must be managed (utilized, transported, recycled, treated or disposed of) in a safe and proper manner.

**Decentralization:** the extent to which services are provided and decision making authority and accountability (responsibility) are moved (geographically), and/or assigned to lower level managers and staff throughout the organization or between organizations.

**Decision Making:** choosing one action over other possible alternative actions.

**Delegated Authorities:** persons or organizations given the right or responsibility to make decisions on behalf of higher authorities. The right may be derived from legislation or by management policy.

**Disincentives:** mechanisms ( e.g. regulations, fees, taxes, policies or programs) which act as deterrents and discourage, or prevent decisions, actions or behaviours which are targeted and undesirable.

**Economic Growth [Environmentally Sound and Sustainable, Quality]:** the increase over a period of time in the value (monetary and non-monetary) of goods and services and the ability and capacity to produce goods and services. Environmentally sound and sustainable (quality) economic growth depends on the provision of goods and services which are sustainable and produced by environmentally sound and economically sustainable processes. This will require efficient use of resources, value added processing, sustained yield management of renewable resources, and the consideration and accounting of all externalities and side-effects involved in the extraction, processing, production, distribution, consumption and disposal of those goods. It is economic growth which generates the wealth necessary to provide social services, health care and education. Economic growth is needed to off-set any short term costs that may arise in the transition to sustainable development. It is the bases for ongoing job creation.

**Economic Mechanisms:** techniques (e.g. taxes, charges) employed to influence the behaviour of business, individuals and organizations in the extraction of resources, processing, production, consumption and disposal of goods.

**Economically Sustainable:** the prolonged, careful, efficient and prudent (wise and judicious) use of resources (natural, fiscal, human), products, facilities and services. It is based on thorough knowledge, involves operating with little waste and accounting for all costs and benefits, including those which are not marketable and can result in savings.

**Economy:** what we do. The activity of managing resources and producing, distributing and consuming goods and services.

**Ecosystem:** a community of organisms (animals and plants) functioning and interacting together in their physical environment (air, water, minerals, etc.).

**Effective (ness):** a measure of the extent (how well) to which established goals, objectives and targets are reached over a period of time. Effectiveness is determined without reference to costs.

**Efficient [Efficiency]:** a measure of how well resources (natural, fiscal, human) are used or employed.

**Environment:** where we live. Everything that affects an organism during its lifetime and includes soil, rock, water, air, along with living organisms.

**Environmental Impact:** the net change (positive or negative) in human health and the condition of the environment that results from actions, activities or developments.

**Environmentally Sound:** the maintenance of a healthy environment and the protection of life-sustaining ecological processes. It is based on thorough knowledge and requires or will result in products, manufacturing processes, developments, etc. which are in harmony with essential ecological processes and human health.

**Environmental Stresses:** the complex of adverse physical, chemical and biotic factors that act upon an organism or an ecological community affecting its condition, health and survival.

**Environmental Impact Assessment:** a process which predicts the magnitude and importance of effects of a proposed activity on the environment, and on human health and establishes conditions under which the activity may be undertaken. The results of the process may prevent the activity from proceeding.

**Environmentally Hazardous:** practices, actions or materials which can have an adverse effect on the environment and/or human health.

**Environmentally Sound and Sustainable Economic Growth:** see Economic Growth

**Equitable [Enforcement, Opportunity]:** dealing justly and fairly with those concerned.

**Ethic(s):** see Code.

**Full Cost Accounting:** the process of accounting for and including all environmental, economic and social costs (and benefits) of a particular action, activity, policy or development in the decision making and/or approval process and pricing.

**Genetic Reservoirs:** the collection and store of genes in nature or within a particular location. It is represented by the variety of plants, animals and organisms found in the environment.

**Goal(s):** desired future result(s). Goals in combination with an organization's mandate define its activities and work (roles).

**Government Departments:** administrative units of government, established through legislation or by public policy under the Executive Government Organization Act.

**Guidelines:** the six guidelines of sustainable development: efficient use of resources, public participation, understanding and respect, access to adequate information, integrated decision making and planning and substitution.

**Harmonization [Laws, Regulations, Standards]:** to bring conflicting, or competing, requirements into agreement with each other.

**Hazardous [Goods, Wastes, Products]:** see Dangerous Goods and Wastes.

**Hierarchial:** the division of authority among various levels of management, often illustrated as a pyramid with the highest authority at the top and lowest at the base.

**Incentive:** anything (economic, regulatory, policy, etc.) which influences or encourages a desired action or behaviour.

**Indicators [Economic, Environmental, Social]:** a proxy measure used when the condition, health, output or performance is not directly measurable.

**Innovation:** the use of a new idea, material or technology to change an activity, development, good or service or the way goods and services are produced, distributed or disposed of.

**Institutionalization:** to incorporate into a structured and often highly formalized system.

**Integrated [Approach, Decision Making, Planning, Management]:** a systematic process that ensures all stakeholders, affected disciplines and sectors have an opportunity to be involved, and examines all economic, environmental and social costs and benefits, in order to determine appropriate options which are then brought together in a plan, or as a framework for making decisions.

**Interdisciplinary:** including or involving all other relevant disciplines (eg. economics, biology, ecology, law, geography, medicine, etc.).

**Interjurisdictional:** involving more than one authority or level of authority, eg. issues, responsibilities, activities which require the participation of the provincial and federal government, provincial and municipal government, provincial and a foreign government and between departments of the same government.

**Internalize [Costs, Benefits, Side-effects]:** to include and incorporate all costs and benefits including those falling on third parties (the environment, economy, society, a department, etc.) in the accounting processes of a proposed activity, project or policy.

**Liability:** an obligation to do or refrain from doing something. The responsibility for one's own actions and responsibility for the adverse affects it may have on third parties. It includes financial responsibilities.

**Life Cycle [Costing, Costs]:** the life (total accumulated economic, environmental and social costs) of a product, or facility including all stages in its production, manufacture, distribution, consumption, reuse and eventual disposal.

**Local Government:** municipal government. A level of government (rural, city, town) created by the Provincial Government.

**Localization [of Decision Making, Services]:** see decentralization.

**Management [Philosophy]:** the effective and efficient integration and coordination of resources (natural, financial, human) in order to achieve desired goals, objectives and mandates. The style, principles, guidelines and techniques used will define the management philosophy.

**Management System(s):** the established procedures and relationships by which an organization plans, budgets, staffs, allocates resources, organizes itself and makes decisions.

**Mandate(s):** the legislative and public policy obligations and responsibilities of an organization.

**Manitoba Public Sector:** the direct offices of government, its departments, Crown corporations, legislated boards, commissions, agencies, local government, hospitals, universities and school boards.

**Market Incentives:** incentives which are directed at changing behaviour through the market economy. They can have a direct effect on the price or availability of a particular resource, good or service. See also Incentive.

**Mission:** the basic purpose and/or reason for the existence of an organization defined by its mandate.

**Mitigation:** techniques or requirements (eg. conditions of development approval) aimed at reducing or neutralizing identified negative environmental, economic or social effects of a proposed activity, policy or development.

**Monitoring [Ecosystem, Economic, Project, Techniques]:** the collection and evaluation of data to determine effectiveness, performance, condition or the impacts (positive and negative) of activities on the environment, economy or society.

**Multi-disciplinary Approaches:** involving more than one discipline or speciality. See also Integrated and Interdisciplinary.

**Multi-partite [Processes]:** processes or activities which involve many disciplines, stakeholders and or sectors (eg. the Manitoba Round Table on Environment and Economy). See also Integrated and Multi-disciplinary Approaches.

**Multi-sectoral:** See Sector, Integrated, Multi-disciplinary Approaches and Multi-partite.

**National Accounting and Reporting Systems:** See Accounting.

**Natural Economic Advantage:** the goods and services that a location (province, region, city, etc.) can produce most efficiently.

**Natural Processes:** the natural phenomenons occurring in the environment generally marked by gradual changes (eg. nutrient cycle, climate and species evolution).

**Non-renewable Resources:** those resources which are not self-renewing or regenerative and which exist only in fixed amounts (eg. all metallic natural minerals i.e. gold). Most non-renewable resources are inorganic. However some renewable resources which take an extremely long time to evolve are considered non-renewable (eg. soils).

**Objective(s):** a statement(s) of results to be achieved. Objectives help managers coordinate their actions and serve as performance standards against which actual performance may be measured. More specific than goals.

**Partnership:** a relationship that exists between parties having specified and joint rights and responsibilities.

**Performance Bonds:** bonds set aside to guarantee and ensure the fulfilment of an obligation (eg. completion of a project).

**Planning [Ecosystem, Integrated Resource, Environmental, Program, Budgetary, Fiscal, Land Use etc.]:** a systematic process and procedure (method) for making something, doing something or achieving desired goals and objectives.

**Pollution:** an undesirable contaminate (gas, liquid, noise, solid) which has been released into and is now a part of the environment.

**Principles:** the ten principles of sustainable development: integration of environmental and economic decisions, stewardship, shared responsibility, prevention, conservation, recycling, enhancement, rehabilitation and reclamation, scientific and technological innovation and global responsibility.

**Prior Notification:** to give notice or report of something before the event.

**Procedure:** a detailed way of accomplishing something. It often involves a series of steps followed in a regular definite order.

**Procurement:** the purchasing of goods and services.

**Proper Resource Pricing:** the pricing of natural resources at levels which reflect their combined economic and environmental values.

**Provincial Accounting and Reporting System:** see accounts.

**Public Sector [Institutions]:** see Manitoba Public Sector.

**Redress:** means for seeking a remedy (eg. compensation) for the negative effects of an activity or decision.

**Regulations:** subordinate legislation. See also Act.

**Renewable Resources:** resources that if properly managed and not driven to extinction can be renewed over time and returned to their original state after use or harvesting. Most organic resources are considered to be renewable (eg. forests, wildlife, etc.). Although inorganic resources such as water are considered to be renewable through the natural water cycle.

**Rents [Economic, Resource]:** the surplus value that is generated from the sale of a resource, above and beyond the payments needed to satisfy the normal profit needs of the industry and the wage demands of those who work in the industry.

**Resource Tenure [Mechanisms]:** the right, manner or term of holding or having the opportunity to use, harvest, or extract natural resources. Tenure may include ownership or renting. Mechanisms include sale, leasing, permitting or various other contractual agreements.

**Responsibility:** a person's or an organization's obligation to preform assigned tasks. See also Accountability.

**Risk Assessment [Techniques]:** appraisal of a potential hazard or danger.

**Role(s):** the scope of activity and nature of the work performed by an organization.

**Royalty Rates:** a schedule of fees or payments charged by government for the use or extraction of natural resources.

**Sector (s) [Sectoral]:** the division of an organization or the economy into its constituent parts (eg. agricultural forestry, mining, industrial and service sectors). There is no one set of sectoral categories.

**Sound:** See Environmentally Sound.

**Stakeholder [Participation, Involvement]:** individuals, groups or businesses that are interested, involved or affected by a particular action or activity.

**Standards [Environmental, Economic, Development, Enforcement, Health]:** the levels of expected performance used as criteria against which actual performance is evaluated and judged. Often takes the form of a regulation. See also Criteria.

**Strategic Resources:** those resources essential to a nation or the ongoing operation of an organization without which there would be extreme hardship or the inability to perform.

**Subsidies:** a general term for various forms of assistance, financial and otherwise (eg. grants, loans, tax allowances) which are intended to achieve desired results or behaviour. See also Incentive.

**Sustained Yield:** the periodic removal-harvest-extraction of resources at a rate or an amount which does not exceed the rate of growth-regeneration-replacement of the resource. Resources which are managed on a sustained yield basis can be harvested in perpetuity.

**Sustainable Development:** a general philosophy, ethic and an approach to guide individual and collective behaviour in respect of the environment - where we live - (the life sustaining processes of the earth and its natural resources) and the economy - what we do - (the provision of jobs, incomes, and wealth resulting from economic activity). It is defined and described by a set of principles and guidelines. Its vision is environmentally sound and sustainable economic growth. For a society to become sustainable, it must be applied in all endeavors.

**Sustained Yield Management:** the act of managing resources consistent with sustained yield. See Sustained Yield.

**Tenure:** See Resource Tenure

**Transboundary [Effects, Pollution]:** involving or crossing more than one defined boundary which describes an area (eg. ecosystem, watershed) or jurisdiction (eg. local government, province, nation, region).

**Transjurisdictional:** see Transboundary and Interjurisdictional.

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